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REPORT

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OF THE

DEPARTMENT OF LABOUR

FOR THE

A55

Fiscal Year ending March 31, 1921

PRINTED BY ORDER OF PARLIAMENT



OTTAWA

F. A. ACLAND

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1921

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REPORT
OF THE
DEPARTMENT OF LABOUR

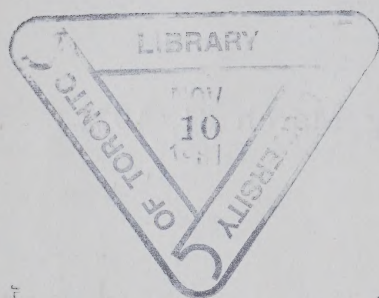
FOR THE

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1921



*To General His Excellency the Right Honourable Lord Byng of Vimy, G.C.B.,
G.C.M.G., M.V.O., Governor General and Commander in Chief of the
Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1921, all of which is respectfully submitted.

G. D. ROBERTSON,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1921

To the Hon. Senator G. D. ROBERTSON, LL.D.,
Minister of Labour.

SIR,—The work of the Department of Labour is inevitably modified by the variations from year to year in the nature of the industrial conditions with which the department comes continually into intimate touch. This has been more than usually the case during the fiscal year 1920-21, the period having included seasons marking, on the one hand, the highest degree of industrial activity ever probably recorded in Canada, with the highest wage rates and commodity prices, and, on the other hand, a degree of unemployment probably without precedent in Canada, with declining wages and prices. Records of the department show that food prices, which had been steadily rising for twenty years, reached their highest level in the summer months of 1920, and began then slowly to decline. The wage movement, though less clearly indicated, showed the same tendency. While, however, prices had been rising, as stated, for twenty years before the high level of 1920 was reached, the rate of increase did not become alarming until 1915. The prices of 1915, for instance, averaged fifty per cent above those of 1900, having taken fifteen years to achieve this increase, but, beginning with 1915, prices went upward with a bound, and by 1920 had doubled. The year 1915 was of course the second year of the great war, with submarine warfare increasing in intensity, the supply of labour available for production (otherwise than for war necessities) rapidly diminishing, and vast armies consuming, on an ever-increasing scale, commodities of all kinds. Wages moved in the same direction, but it is to be noted, from a careful examination of the records of the department, that while the upward movement of prices and wages from 1900 to 1915 had been practically on parallel lines, this ceased to be the case during the five years that followed, wages being unable to move upward with the same speed as prices and never reaching quite the same proportion to prices as had obtained in the years prior to 1915. This does not suggest that there may not have been in particular localities and in particular trades instances in which wage increases exceeded the average of the food prices increase, but comparisons on a Dominion-wide basis for the bulk of trades and commodities show the result indicated.

Prices reached their peak in July, as stated, and began to recede. The recession of prices continued throughout the fiscal year and would have been more marked but for a tendency in some localities for fuel and rents to increase. At the close of the fiscal year the price movement was still downward. How far the recession of prices will continue is of course a matter of uncertainty, but it is likely to continue at least throughout the summer. Few expect that the price levels of 1914-15 will be reached or approximated, but, where so many of the factors involved are of

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doubtful or uncertain quantity, it would be unwise to venture a prediction. The probability of wages falling to a pre-war level is decidedly more doubtful. In some cases the unions concerned are strong and aggressive and the movement downward is contested inch by inch. In any event, since the rise in wages followed and did not precede the rise in prices, and, as has been pointed out, failed to keep pace with prices when the latter rose rapidly, so, equally, any marked fall in wages may be expected to occur only after a marked drop in commodity prices. The stronger unions have pressed urgently the point that wage conditions were by no means in 1913-14 at a level accepted as satisfactory, and that any readjustment made necessary by falling prices should leave labour with a standard of living substantially higher than that existing before the war, and this is a sentiment which undoubtedly attracts sympathy in many quarters.

ECONOMIC INFLUENCES

This is not a place in which to attempt a discussion of the economic laws and principles with which questions of prices and wages are inseparably enmeshed, but it is difficult not to note in passing the increasing degree to which these matters are in each country subject to modification by influences not local or national in nature and not, therefore, directly or immediately controllable by local or national means. Prior to the war a fairly stable basis, for instance, existed with regard to international exchange. The depreciation, as a result of the war, of the national currency in many countries disturbed and almost destroyed the basis of international exchange, and dealt a paralysing blow at international trade. There are obvious difficulties in trading between countries where credit on one side has been so shaken as to be in some cases at the point of disappearance. The Canadian dollar, prior to the war, equalled five francs in France, and now equals ten; the German mark, formerly about equivalent to a quarter of a dollar, now fluctuates at a value of between one and two cents; the lire of Italy is a third only of its former value; and in Poland, Hungary, Austria, and countries generally of eastern and central Europe, the national currencies have dropped to less than a fiftieth, and in some cases less than a hundredth, of their pre-war value. Canada is fortunate in having an exchange which is unfavourable only as against the United States, and the disadvantage for commercial purposes of having the Canadian dollar worth only 86 to 88 cents in the United States is clear. It is obvious that the prevalence of conditions such as these over a large part of the world must materially affect all countries which seek to share in international trade.

The situation with respect to unemployment furnishes a further illustration of the wide sweep of these economic conditions. The fall in prices was not confined to Canada, but spread generally in a greater or less degree over all countries sharing in the commerce of the world. It was, however, hardly well under way before there commenced an almost precipitous decline in employment. This, too, was noted in most countries of the world, but appears to have been most marked in those countries where the national currency had suffered the least depreciation. The United States, for instance, in whose favour international currency had been most pronounced by virtue of it having become during the war a great creditor country, suffered apparently most acutely of all countries with respect to unemployment, and Great Britain, presumably second among the great nations in financial power, approximated the United States in its degree of unemployment, which in both countries approached the measure of a national calamity. Statistics with respect to unemployment are unavailable in many countries in Europe, but the best information to hand seems to indicate that countries where there has been a marked depreciation in the national currency have suffered least or have recovered most quickly from unemployment, while those where, as in the case of Sweden, Holland, Switzerland, etc., the depreciation has been

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of the slightest, have suffered severely. In Canada, where, as remarked, the exchange is unfavourable only as regards the United States, unemployment was undoubtedly severe, but much less so than in the United States or even Great Britain.

The decline of employment began in October and the volume of unemployment steadily increased until the number of unemployed was estimated in round figures at 200,000. These figures are a careful estimate of the department, based on information collected mainly by the Employment Service branch. An official estimate of the unemployed in the United States placed the number, when probably at the highest figure, at 5,750,000, and the returns for Great Britain gave a total in round figures of somewhat over two millions. If these totals are compared with the respective populations of these countries, it will be seen that Canada is in greatly the more fortunate position. With a population one-fifth of that of Great Britain, an equal proportion of unemployment would have given Canada 400,000 men and women without work, twice the estimated number of unemployed. With a population approximately one-thirteenth that of the United States, an equal proportion of unemployment would have given Canada 480,000 men and women without work, considerably more than twice the number estimated. A situation which leaves those countries whose credit has been least impaired the chief sufferers from unemployment is certainly paradoxical and affords hope perhaps for a speedy recovery.

It is, however, unnecessary to dwell further on these difficult aspects of economic problems, which have been mentioned here, moreover, only with a view to showing how intimately certain elemental industrial conditions in Canada, such as employment or unemployment, food prices, and wage rates, etc., are bound up with the industrial conditions of lands remote from Canada, and are more or less vitally affected by the willingness and ability of distant communities to deal with each other and with this country.

UNEMPLOYMENT CONDITIONS IN CANADA

The problem of unemployment in Canada, though less grave than in Great Britain or the United States, was none the less the occasion of deep anxiety. With the opening of winter there was no prospect of immediate improvement. Moreover, representations reached the Government from many municipalities that they were unable to deal with the situation and appealing for federal aid, particularly by way of public works. It should be noted that, early in the season of unemployment, the Minister of Labour had conferred with many of the larger employers, inviting their assistance in doing what was possible to spread employment over the greatest number of workers by shortening hours, working part time where full time was impossible, and by introducing the rotation system where this was practicable, and the employers responded on the whole generously. In this way, and by the planning of public works in the centres where unemployment was most pressing, a policy in which some provinces and municipalities cordially co-operated, the evil was restricted to the dimensions indicated, which, however, showed a situation frequently beyond the resources of the local authorities, or any assistance afforded by the province. The whole subject of local relief is, under the constitution of the Dominion, a matter primarily for the municipal authorities, and in the second place for the Provincial Government, but the Dominion Government, in view of representations received and having in mind that the unemployment situation arose from conditions on the whole neither local nor national, but seemed rather to be one of the perhaps inevitable sequels of the great war, undertook, in communications addressed by the Minister of Labour to the Provincial Governments and the municipalities, to become responsible for the repayment to a municipality of one-third of any money expended for the relief of workers unable to obtain employment and in necessitous circumstances; the federal contribution was not made conditional on the payment by the different Provincial Governments of a second third, but the Dominion Government had, in its communication, indicated the hope that this course would be taken, and several provinces accepted the plan and

assumed one-third of the municipal expenditure incurred in relieving unemployment. The plan was in operation by the end of the calendar year, and at the end of the fiscal year there had been distributed the sum of \$343,036. Many of the municipal accounts were late in reaching the Department of Labour, and, moreover, the unemployment situation remaining serious, the federal plan was continued into the new fiscal year. The cities most affected were Toronto, Vancouver, Winnipeg, Hamilton, and Montreal, ranking as to relief necessities in about the order named, many smaller towns and cities, however, receiving grants proportioned on their disbursements.

There were many evidences of the value of the aid thus rendered by the federal authorities. Many of the municipalities receiving this assistance, and expressing appreciation of the same, urged, however, that the advantage of the federal grant would have been still greater had it been made on conditions which permitted the use of the funds in furnishing work for the unemployed instead of in the payment of doles to the unemployed. The Dominion Government, in dealing with the problem, had not deemed it desirable to depart from the principle that the cost of municipal undertakings must be borne by the local community, with such assistance as the province may choose to give, no part of the expenditure falling normally on the federal treasury. It is, however, clear that many classes of municipal work can be carried on during the winter months only at considerably increased cost, and this fact was a severe handicap on the efforts of municipalities to provide work for the unemployed. The view was freely advanced that a continuance of the unemployment situation would justify the acceptance by the Dominion authorities of responsibility for paying at least a portion of any increased cost due to carrying on municipal undertakings during the winter months, and it is not unlikely that, should the unemployment situation continue during the winter of 1921-22, some assistance will be rendered to municipalities in this way.

The federal plan of relief during the winter of 1920-21 included the requirement that each person receiving relief should produce a certificate from the local branch of the Employment Service showing that the holder had sought work and was unable to secure it. The statements received from each municipality as to its disbursements were carefully checked by the accounts branch of the Department of Labour.

TREATMENT OF UNEMPLOYMENT

It is to be noted that the manner of dealing with the unemployment situation differed in the various countries facing the situation. The method selected in Canada has been described. In Great Britain the majority of the unemployed came within the scope of the Unemployment Insurance Act and received a certain amount of relief. With regard to the United States, there is no record of formal action on the part of the federal authorities, but presumably municipal and state authorities aided in a measure by public works. In several countries in continental Europe unemployment insurance prevails in some form. The continental systems differ greatly from each other, and are, in many cases, under frequent revision; their administration, also, is often partly local in character. In Great Britain, where the Act is administered on a national basis, there have been numerous amendments since the close of the war, but the law in its latest form (June, 1921) requires weekly payments from workers of sevenpence and sixpence for men and women, respectively, and from employers of eightpence and sevenpence respectively, with payment of half these sums for persons under eighteen. The contribution of the Government is one-fourth of the sum of that of employer and worker. The amount payable to the unemployed worker under the latest amendment is fifteen shillings weekly, or, in Canadian money, as at the present exchange rate, three dollars. The war years in Great Britain had been a period of extremely active employment and the unemployment fund built up under the provisions of the Unemployment Insurance Act had remained comparatively untouched. For some months the weekly payments had been at the rate of twenty shillings, but

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it was more than the fund would bear, and the weekly payment was reduced to fifteen shillings.

The relative merits of the different systems of unemployment insurance and the extent to which any system works to the public advantage are points which are receiving close attention in Canada. The following sentences from the speech of His Excellency the Governor General at the opening of Parliament in February indicate the attitude of the Dominion Government on the subject:—

“Unemployment, the world-wide result of the conditions to which I have referred, though less widespread in Canada than elsewhere, has received the most anxious consideration. Of the charges for the relief of general unemployment, measures have been taken to bear a substantial share, and special measures have been taken to assist disabled and partially disabled ex-service men. These will be submitted to you for approval.

“An investigation is being conducted by the Department of Labour into systems of unemployment insurance and old age pensions.”

In fulfilment of the undertaking the Department of Labour has been actively pursuing inquiries into the matters named. Much information had been, of course, accumulated in the department, but recent years have brought many changes in legislation and in points of view, and the situation is one needing a more intensive inquiry than any yet attempted. At the time of writing, it is the intention of the Minister of Labour, should his public duties permit, to proceed overseas during the summer months and, by personal observation and investigation in some of the countries which have legislated on these matters, endeavour to reach a conclusion as to the benefits derived and to what extent similar legislation would meet the necessities of Canada. It is possible that other officers of the department will be called overseas during the year in connection with the participation of the Dominion in the work of the International Labour Office, and, should this expectation be realized, these officers also will devote some attention to these matters. A bulletin summarizing the legislation on unemployment in the different countries of the world was issued shortly before the close of the year.

QUESTION OF INDUSTRIAL UNREST

A subject always of deep interest in a brief retrospect of the year economically and industrially, is the extent of industrial unrest as measured by strikes and lockouts and the standing of Canada in these matters by comparison with other countries. As has been explained in previous reports, the records of the department are tabulated on the basis of the calendar year to permit a more convenient comparison with the figures of other countries, which also, as a rule, are tabulated for the calendar year. The year 1919, it will be recalled, showed the highest level in the departmental record of nineteen years, both as to numbers of strikes, of employers and workmen respectively involved, and of working days lost, this last feature, which is perhaps the truest measure of industrial unrest, reaching in 1919 within a fraction of the four million mark, almost twice the economic loss shown in any previous year. In commenting upon the year 1919 in these matters, however, it is necessary to recall the fact that its industrial history includes the quite unprecedented general strike in Winnipeg, which accounted for almost a third of the large time losses. The calendar year 1920 was fortunate in escaping any outbreak remotely resembling that of the Winnipeg strike. The industrial activities were at their highest during the first half of the year, with prices rising until the month of July was reached, and these conditions were not favourable to relieving the tension of industrial unrest, a condition always existing in greater or less degree. The time losses were, at 886,954 working days, less than one-quarter of those of the calendar year 1919, and, though yet far

larger than desirable, did not include any industrial struggle causing particular danger or inconvenience to the public.

Perhaps there is no country with which, relative numbers of population being borne in mind, Canada can be more fittingly compared industrially than the United States, the processes and general conditions of industry being largely identical, and the workmen belonging, as a rule, to the same trades unions. The figures of the Dominion census for 1921 are not available, but, estimating the population at the level of 8,500,000, and that of the United States at 110,000,000, the republic contains about thirteen times the population of the Dominion. In the number of strikes recorded, the United States barely equals this proportion, the figures being 285 for Canada as compared with 3,167 for the United States, but the economic loss to the United States from strikes, measured in working days, was more than fifty times that of Canada, the figures being 48,163,754 for the United States and 886,754 for Canada.

It will be of interest to turn for a moment also to Australia. Reference has been frequently made in the pages of the report of the work of this department from year to year to the conditions of the sister Commonwealth with respect to industrial disputes and legislation on the subject. Even before the creation of the Commonwealth in 1900, several of the Australian colonies, as they were then known, had, together with New Zealand, achieved a certain distinction in the world by the enactment of legislation of a more or less drastic character, aimed at the diminution or abolition of strikes and lockouts as a feature of industrialism, and, in fact, going far in the direction of declaring all strikes and lockouts unlawful. The Commonwealth continued for many years much the same attitude to industrial disputes but concerned itself principally with disputes extending beyond the bounds of a single state. Federal and state laws on the subject followed each other with startling rapidity, until something like a maze of legislation was created. Unfortunately the numerous statutes failed to bring nearer the object sought, and comparison between the Commonwealth of Australia and the Dominion of Canada continues now, as on previous occasions, to be greatly to the advantage of the Dominion. Canada has been greatly less active than Australia in the realm of legislation as to industrial disputes. The outstanding federal statute has been for many years the Industrial Disputes Investigation Act, 1907, three times amended, simply to be strengthened in its underlying principles, or as to a detail of administrative machinery, and the provinces have been equally sparing in statutes, confining their legislation to efforts in the way of conciliation, save perhaps for the Quebec statute of 1921, to be mentioned later. The more closely the situation is regarded from this point of view the greater appears the ground for the conclusion that legislation in Canada on these matters has been on lines which have proved to be on the whole sounder and more practicable than those followed in Australia, and have accordingly brought a substantially larger benefit to the community. The population of Australia is barely two-thirds that of the Dominion. The two countries are in about equal degree agricultural or pastoral, but differ greatly with respect to climate, and Australia contains but a small proportion of population of other than British origin. Having these points in mind it is interesting and important to note that, whereas the strike record of Canada for 1920 showed 285 disputes in existence during the year, with 1,272 employers and 52,150 workpeople involved, and time losses in working days of 886,754, the situation in Australia, with its smaller population, was substantially worse at all points, and, by measurement of working days, involved an economic loss slightly more than twice that of Canada, the figures for Australia being 554 strikes, 2,104 employers, 102,519 workers, and time losses of 1,872,065 working days; the figures for Australia are those of the Commonwealth Statistician. From the Commonwealth Statistician also have been received very complete figures as to industrial disputes for the period 1913-1920, and a comparison of the returns

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of the two countries shows that about the same proportions are found in the average over the period of eight years. For Canada the record for eight years shows 1,202 strikes, with time losses of 8,759,312 working days; for Australia the figures are 3,167 strikes, 17,336,860 time losses in working days. It was noted above that the 1919 strike level in Canada, in loss of working days, was at a shade under four millions, greatly the highest on record, the figures being swollen by the Winnipeg strike. The year was a bad one everywhere in industrial disputes, but it is a surprising fact that Australia exceeded, by over two million working days, this highest Canadian level, the Commonwealth record showing losses for 1919 of 6,308,226 work days.

Great Britain is a third country with which comparison is interesting, and the result is the same. Taking the number of strikes and time losses for the year 1920, we find for Great Britain 1,715 strikes and 27,011,000 lost work days, as against 285 strikes and 886,754 lost work days in the case of Canada, the figure for Great Britain being in excess of the proportions of the respective populations. If we apply the same test as in the case of Australia, and take the figures for the eight-year period, 1913-1920, we secure the same conclusion. In Canada, as quoted above, strikes during the period 1913-1920 numbered 1,202, and the lost work days 8,759,312; the figures for Great Britain for the period show 8,851 strikes and 101,075,003 lost work days, again greatly out of proportion to the relative populations; the figures of lost work days for the same period in the United States are not all available, but incomplete records show them to have been in the neighbourhood of three hundred millions. For continental Europe, the particulars are to hand for the year 1920 only in a few cases, and, where available, tell the same story. Italy reports 1,881 strikes and 16,398,000 lost work days; Sweden, a country with a smaller population than Canada, reports 486 strikes and 8,943,000 lost work days, or ten times the time losses of Canada; the Netherlands, also with a population somewhat under that of Canada, shows 457 strikes and 1,005,000 lost work days.

A feeling of satisfaction at the fortunate situation of Canada in these matters whenever a comparison is possible is natural and inevitable, and it would be unreasonable if the department did not feel that its efforts have been a considerable factor in giving Canada this pre-eminence, whether as exerted through the Industrial Disputes Investigation Act, 1907, by way of the highly efficient work of the departmental corps of officials engaged chiefly in conciliation work, or by other agencies of the department.

Features of the situation which should not be, however, overlooked are the extent to which industrial and economic conditions have been, during recent years of war and reconstruction, the subject of special regulation or legislation with a view to meeting situations of an abnormal character. The creation of the position of Director of Coal Operations to deal with conditions in District Eighteen and the institution during the war of a Board of Appeal from Boards of Conciliation established under the Industrial Disputes Investigation Act are illustrations of such legislation in Canada. There is good ground, too, for the view that much benefit resulted from such measures, as also from the searching and effective inquiry into industrial conditions made by a Royal Commission in May and June, 1919, and from the National Industrial Conference held at Ottawa in September of the same year.

THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The Industrial Disputes Investigation Act, 1907, has been during the year reasonably active, there having been established 37 conciliation boards out of 69 disputes dealt with under the Act. The Act, it will be remembered, was enacted on March 22, 1907. The total number of disputes dealt with since that date is 509. The tribunal known as the Canadian Railway Board of Adjustment No. 1, estab-

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lished during the summer to deal with disputes between Canadian railways and six trade unions, representing railway workers, continued to operate during the year. Under the agreement disputes affecting railway workers, members of the unions concerned, (1) Locomotive Engineers, (2) Locomotive Firemen, (3) Conductors, (4) Trainmen, (5) Railroad Telegraphers, (6) Maintenance of Way Men, were referred to the board and duly settled, save that in one case a dispute was referred under the terms of the Industrial Disputes Investigation Act. There were six disputes where the inquiry before a Board of Conciliation and Investigation failed to prevent a strike, a larger proportion than usual, but the strikes resulting were not the occasion of serious public inconvenience, that involving the St. John, N.B., street railway workers being the most important.

Reference has been made on several occasions in the pages of these reports to the difficulty arising from the inapplicability of the Industrial Disputes Investigation Act, 1907, to disputes arising as between municipalities and municipal employees, whether clerical workers, police, firemen, waterworks employees, municipal street railway workers or others. The situation is one involving constitutional points and need not be again here discussed, otherwise than to refer to the legislation enacted at the 1921 session of the Quebec Legislature, the Municipal Strike and Lockout Act, providing for the compulsory arbitration of disputes in municipal services and applicable to practically all classes of workers. Legislation by the province seemed to be the only effective way of providing means of dealing with the class of disputes in question, and this was the course suggested in discussing the subject in these pages. The Manitoba Industrial Conditions Act, 1919, is not indeed aimed expressly at municipal disputes, but disputes of all classes, save those relating to agricultural and railway workers, are brought within its scope and may be dealt with by the Joint Board created under its provisions. The Manitoba statute does not go beyond the stage of conciliation, its provisions being compulsory at no point; it is none the less an agency of excellent type and likely, under the able chairmanship of Rev. Dr. Gordon (Ralph Connor), to exercise an increasing influence for industrial peace.

OTHER BRANCHES OF WORK

Full statements appear in the report with regard to the other statutes and ordinances administered under the authority of the minister, namely, the Conciliation and Labour Act, the Fair Wages Resolution, the Employment Offices Co-ordination Act, and the Technical Education Act; also as to other aspects of the work of the department, that of the fair wages and conciliation officers, that of the Statistical Branch, the publication from month to month of the *Labour Gazette*, the issue of bulletins on various aspects of the joint council movement, the publication of the annual reports on Labour Organization in Canada and Labour Legislation in Canada, the duties incidental to the membership of the Dominion Government (through the Minister of Labour) in the Governing Body of the International Labour Conference as constituted under the Versailles Treaty of Peace, etc. Disbursements during the year to the provinces or to municipalities under the provisions of the Employment Offices Co-ordination Act totalled \$233,908.75, and sums paid to the provinces under the provisions of the Technical Education Act amounted to \$580,675.43.

It will be remembered that the National Industrial Conference held in September, 1919, recommended the appointment of a board to consider the question of the promotion of the uniformity of labour laws in Canada, the board to include representatives of Federal and Provincial Governments and of employers and workmen. Such a Royal Commission was appointed and met at Ottawa during the month of April, 1920, under the chairmanship of the Deputy Minister of Labour for Canada. The commission dealt in considerable detail with the subject in question, and presented a report which is summarized in the present volume.

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The second meeting of the International Labour Conference was held during the year at Genoa, Italy, extending from June 15 to July 10. The agenda related specifically to hours and conditions of labour among seamen. The Dominion delegation was composed as follows: Government delegates, the Honourable Philippe Roy, Commissioner General at Paris, France, and Mr. G. J. Desbarats, C.M.G., Deputy Minister of Naval Affairs, Ottawa; Employers' delegate, Mr. Thomas Robb, Montreal, Secretary of the Shipping Federation of Canada; Workmen's delegate, Mr. J. C. Gauthier, Montreal, President of the Sailors, Firemen and Cooks' Union of Canada. The most important matter coming before the conference was a convention looking to the limitation of the hours of labour for seamen, as to which, however, the necessary two-thirds majority was not obtained and no action was taken.

The Governing Body of the International Labour Organization met three times during the fiscal year, namely, in June, October, and January. The June meeting was held at Genoa shortly before the meeting at that city of the Second International Labour Conference as above. Canada continues to be represented on this Body by the Honourable G. D. Robertson, Minister of Labour, but the minister, being unable, on account of pressure of public duties, to attend, was represented by a substitute at each of these meetings, and it was found possible to utilize for this purpose the services of Dominion officials whose duties require them to reside in Europe, or who were in Europe at about the time of the Governing Body meetings, on official business for other branches of the Government. Honourable Philippe Roy, of Paris, attended the June meeting; Mr. R. H. Coats, Dominion Statistician, the October meeting, and Mr. L. C. Christie, of the Department of External Affairs, the January meeting. A further meeting held in April, 1921, shortly after the close of the fiscal year, was attended by Mr. W. L. Griffith, of London, Secretary to the High Commissioner for Canada. Each and all of these gentlemen served effectively as substitutes for the minister.

A piece of departmental work arising directly out of the war and which, at one time, assumed considerable proportions, that, namely, of acting as agent of the British Government in the distribution of separation allowances to dependants of overseas munitions workers, came practically to a close during the fiscal year. The Canadian workmen who had proceeded overseas to do munitions work in Great Britain had all returned to Canada within a year or two after the war, but a considerable number of cases arose where the workmen or, in some cases where the workmen were deceased, their dependants advanced claims due to alleged oversight on the part of the British officials or to special circumstances which suggested a certain responsibility on the part of the British Government. The Deputy Minister of Labour had, during a brief visit to Great Britain on official business in 1920, discussed these matters with the British officials, and as a result a sum of money was set aside for the adjustment of claims of the nature indicated, the Department of Labour being requested to undertake the work of adjustment. The details of settlement were entrusted mainly to Mr. H. Hereford, an officer of the department, who visited the points affected, so far as this could be conveniently done, and a satisfactory adjustment was effected.

I have the honour to be, sir,

Your obedient servant,

F. A. ACLAND,

*Deputy Minister of Labour and Registrar of Boards of
Conciliation and Investigation.*

DEPARTMENT OF LABOUR, OTTAWA.

I. CONCILIATION WORK

Apart from the conciliation work performed by various officers of the department, of which mention is made in the chapter dealing with the operations of the Industrial Disputes Investigation Act, 1907, the assistance of the Department of Labour was invoked during the year in connection with many individual labour disputes. In some cases the minister himself played an active part in achieving settlement and the services of the fair wages officers of the Department were extensively utilized in conciliation work. The officers in question are: Messrs. E. N. Compton and W. D. Killins, who are stationed at Toronto and Ottawa respectively; Mr. F. E. Harrison, who is stationed at Calgary, and who keeps in touch with conditions in the Prairie Provinces, acting also as assistant to the Director of Coal Operations; Mr. D. T. Bulger, who is stationed at Vancouver, and whose territory embraces the province of British Columbia, and Mr. T. Bertrand, whose headquarters are in Montreal, and who works chiefly in the province of Quebec.

In addition to the assistance rendered by the fair wages officers in the settlement of labour disputes, efficient services were rendered on many occasions, and particularly in Quebec and the Maritime Provinces, by Mr. E. McG. Quirk, of Montreal. Mr. Quirk, though not actually an officer of the department, has frequently been appointed as a special representative.

The correspondents of the *Labour Gazette* and the superintendents of the employment offices at several points have also acted sometimes as conciliators.

Reference is also made in another chapter of this report to the conciliation work of the department in connection with the mining operations in the Alberta and British Columbia coal fields.

LABOUR UNREST IN NOVA SCOTIA AND NEW BRUNSWICK COAL FIELDS

The labour unrest in the Nova Scotia and New Brunswick coal fields was receiving the attention of the department at the close of the fiscal year 1920, and Boards of Conciliation and Investigation had been appointed under the Industrial Disputes Investigation Act, 1907. In some cases the boards had been successful in obtaining signed agreements between the operators and their employees; in other cases no agreements were reached. In June, 1920, one of the boards established in this connection, and which had been reconvened to adjust certain wage scales, recommended that "a Royal Commission be appointed with full powers to deal with the whole mining industry of Nova Scotia with a view to making such recommendations and findings as in its judgment will tend to stabilize the industry and to best conserve the interests of the mine workers, the operators and the public." This recommendation was made in view of the fact that no public interest would be apparently served by an investigation restricted to one company, and that several boards either meeting simultaneously or successively would find it almost impossible to arrive at a common agreement.

In July, 1920, following the aforesaid recommendation, a Royal Commission was established composed as follows: Mr. E. McG. Quirk, Montreal; Sir William Stavert, Montreal, and Mr. W. P. Hutchinson, Moncton, N.B.; Mr. Quirk being chairman.

The board was empowered, apart from questions affecting the coal mining industry of Nova Scotia, to deal also with certain difficulties existing in connection with questions pertaining to coal mining operations in the Minto district in the province of New Brunswick.

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The report of the commission was received in September, 1920, and contained detailed recommendations concerning a basis of a settlement of the dispute. These findings were not wholly acceptable to the disputing parties and the unrest continued. In October, 1920, a conference of representatives of the operators and their employees was summoned in Montreal by the Department of Labour. The conference continued from October 20 to 21 and from November 3 to 8. Those present at the conference were as follows: R. M. Wolvin, President, E. P. Merrill, General Manager, and H. J. McCann, Assistant General Manager, of the Dominion Coal Company, Limited; D. H. McDougall, President, and A. S. McNeill, Superintendent of Mines, of the Nova Scotia Steel and Coal Company, Limited; Robert Baxter, President, and J. B. McLachlan, Secretary-Treasurer, of District No. 26, United Mine Workers of America, and John P. White, Cleveland, Ohio, former President of the United Mine Workers of America, who attended on behalf of the International headquarters. The Department of Labour was represented by Gerald H. Brown, Assistant Deputy Minister, and Mr. Quirk, chairman of the Royal Commission, also attended on invitation. The findings of the Royal Commission were used as a basis of discussion during the conference. An agreement was finally reached and ratified by a referendum vote of the members of the United Mine Workers of America in District 26, the terms being communicated by the district officers to the employees of all the coal mining companies in Nova Scotia and New Brunswick. Eventually agreements were signed between the various companies and their employees which terminated this dispute.

In the chapter dealing with proceedings under the Industrial Disputes Investigation Act mention is made of applications which were received from the electrical workers, machinists, and various other classes, also from the employees in the yard service of the Nova Scotia Steel and Coal Company and the Dominion Coal Company, for Boards of Conciliation and Investigation to deal with their demands concerning wages, etc., and of the efforts of the department towards bringing about conciliation. At the close of the fiscal year adjustments had not been effected of these disputes.

COST OF LIVING COMMISSION, VANCOUVER ISLAND, B.C.

Reference was made in previous annual reports to the appointment in the fall of 1918 of a Royal Commission composed of Mr. D. T. Bulger, resident fair wages officer of the Department of Labour in Vancouver, chairman, Mr. Tully Boyce, of Nanaimo, on behalf of the coal operators of Vancouver Island, and Mr. J. McAllister, of Cumberland, on behalf of the coal miners of Vancouver Island, to deal with wages matters connected with the coal mining industry on Vancouver Island. The arrangement made in connection with this matter and details of procedure are included in another chapter of this report.

OTHER MEDIATION WORK

The following is a list of the more important cases in connection with which mediation work was performed during the year by personal intervention on the part of the Minister of Labour, or by officers or agents of the department, and by correspondence:—

MINING

October, 1920:

Thetford Mines, Que.—A strike of certain of the employees of the Asbestos Corporation of Canada, Limited, *re* wages, received the attention of two officers of the department in the locality and a settlement was effected.

January, 1921:

Minto, N.B.—Advice was received in the department of an alleged lockout of certain of the workmen employed in the mines operated by the International Paper Company. Inquiry showed no ground for the charge of lockout and conferences resulted in the men returning to work, when the mines were reopened, but on the company's terms.

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BUILDING AND CONSTRUCTION

April, 1920:

Guelph, Ont.—The assistance of the department was requested in connection with a settlement of a dispute involving the painters, paperhangers and decorators employed on the Speedwell Military Hospital and by six other firms, concerning the employees' demand for increased wages and shorter hours. An officer of the department visited the locality and succeeded in bringing about a settlement, the demands of the employees being granted.

Moncton, N.B.—Two officers of the department gave attention to a strike of the painters and decorators. Conferences were arranged and a settlement effected as a result, increased wages being granted.

Hamilton, Ont.—The Minister of Labour was requested to name a chairman of a local board of arbitration appointed to deal with a threatened dispute concerning wages involving certain of the building trades. The arbitrator named was successful in effecting a settlement. This dispute also received the attention of an officer of the department who visited the locality.

London, Ont.—Through the intervention of an officer of the department, who visited the locality, a strike of the hod-carriers was averted.

May, 1920:

Moncton, N.B.—Through the intervention of an officer of the department, who visited Moncton, agreements were effected which resulted in the settlement of a strike of various classes in the building trades, increased wages being granted.

Stratford, Ont.—The assistance of the department was requested in connection with a strike of plumbers. This matter received the attention of an officer of the department. A settlement was finally effected on the employers' terms.

Toronto, Ont.—A strike occurred of the glass bevellers and scratch polishers employed by six firms. Through the intervention of an officer of the department in the locality conferences were arranged which resulted in a compromise being reached.

July, 1920:

Ottawa, Ont.—A strike occurred of the electricians in the employ of H. L. Allen concerning alleged violation of agreement. The department was requested to name a chairman of the industrial council which was to deal with the dispute. The findings of the chairman named were to the effect that no violation of agreement had occurred, and the men returned to work pursuant to the council's rulings.

September, 1920:

Saskatoon, Sask.—A strike occurred of the carpenters employed by various firms. Through the mediation of an officer of the department a compromise was effected, increased wages being granted.

October, 1920:

Montreal, Que.—A strike of the plumbers employed by various firms received the attention of an officer of the department in the locality, who endeavoured to bring about a settlement. At the close of the fiscal year an adjustment had not been reached.

Port Arthur, Ont.—A strike of the carpenters and hoist engineers employed by the Pulp Mill Construction Company concerning wages and hours was adjusted through conferences arranged by the officer of the department in Port Arthur. The employees concerned were granted increased wages and the eight hour day.

Toronto, Ont.—A dispute between various firms and certain of their employees, being lead glaziers, received the attention of an officer of the department. As a result of conferences arranged a satisfactory adjustment was effected.

January, 1921:

Sault Ste. Marie, Ont.—The assistance of the department was requested in connection with the settlement of a dispute between various contractors and certain of their employees, being steam and operating engineers. Correspondence regarding the matter resulted in negotiations between the disputants being renewed, and a strike was averted.

Toronto, Ont.—A dispute concerning an alleged violation of agreement on the part of some contractors with respect to certain employees of the building trades received the attention of an officer of the department in the locality, and a satisfactory adjustment was effected.

METALS, MACHINERY AND CONVEYANCES

April, 1920:

St. Hyacinthe, Que.—A dispute between the Omega Machine Company and its machinists received attention by the department through correspondence and also by a representative of the department in the locality. Although an adjustment could not be effected satisfactory to both parties concerned, no strike occurred.

Hamilton, Ont.—A strike occurred of the steam and operating engineers in the employ of the Steel Company of Canada concerning wages. This strike threatened to extend to various other firms, and the Minister of Labour visited Hamilton and succeeded in effecting a settlement of the dispute.

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May, 1920:

Port Arthur, Ont.—A dispute arose involving all classes in the shipbuilding trades employed by the Port Arthur Shipbuilding Company concerning the men's demand for increased wages. The department gave attention to this dispute by correspondence and sent a special officer to Port Arthur. It was, however, impossible to avert the threatened strike, the company refusing the men's demands. Conferences were held with the various parties concerned, also with the city officials. Finally through the further intervention of an officer of the department at Port Arthur a conference was arranged which resulted in the men agreeing to resume work on the company's terms, and the strike ended.

June, 1920:

Halifax, N.S.—The assistance of the department was requested in connection with the strike of certain employees of the Halifax Shipyards, Limited. A representative of the department was sent to Halifax, but before his arrival the strike had terminated, the majority of the strikers having returned to work on the company's terms. This matter also received the attention of the department through correspondence.

Hull, Que.—A request was received for the intervention of the department in connection with a dispute between the Iron and Steel Foundry Company and certain of its employees concerning an alleged unjust dismissal. The investigation of the matter by an officer of the department showed that the company appeared to be justified in the action it had taken.

Toronto, Ont.—A strike occurred of the machinists in the employ of the Bawden Machine Company. An officer of the department interviewed the disputants and it was found that the strike had been called through a misunderstanding. The men returned to work on the employers' terms.

July, 1920:

Toronto, Ont.—A strike occurred of the ornamental iron workers in the employ of the Canadian Allis-Chalmers Company concerning wages. This dispute received the attention of two officers of the department in the locality. Eventually a compromise was effected.

Montreal, Que.—The assistance of the department was requested in connection with the settlement of a strike of the iron workers in the employ of the Steel Company of Canada concerning certain demands affecting the Union. Efforts were made by the Minister through correspondence and by representatives of the department in the locality to bring about conferences between the disputants, but these were without the desired success. A settlement was finally reached and the strike ended.

Toronto, Ont.—The good offices of the department were requested in connection with a strike of the machinists in the firm of the Steel Radiation Company of Toronto concerning certain union demands. A representative of the department held conferences with all parties involved but was unsuccessful in bringing about a settlement satisfactory to all concerned. The men finally resumed work on the employers' terms.

August, 1920:

Montreal, Que.—A dispute concerning the cause of the closing down of the plant of the Canadian Car and Foundry Company received the special attention of the department, interviews being held with the management of the company, the city officials and the employees. Through the mediation of the department negotiations between the disputants were renewed and the strike ended.

October, 1920:

Vancouver, B.C.—Advice was received in the department of a threatened strike in the shipbuilding industry, regarding a reduction which had been made in wages. An application was received for a Board of Conciliation and Investigation from the employees of the Wallace Shipyards, but, as this industry did not fall within the scope of the Industrial Disputes Investigation Act, no Board could be established. A representative of the department in the locality kept in touch with this situation, holding conferences with all parties concerned. The threatened strike was averted.

December, 1920:

Sault Ste. Marie, Ont.—The department was requested to assist in the adjustment of a dispute between the Algoma Steel Corporation and its electrical workers concerning a reduction in wages and certain alleged union discrimination. An officer of the department was sent to Sault Ste. Marie and it was found that some of the men had ceased work. Renewed negotiations were brought about and as a result the majority of the men were reinstated, although certain of their demands concerning union conditions were not granted.

February, 1921:

Toronto, Ont.—In response to a request for the assistance of the department in the adjustment of a dispute between the Canadian Allis-Chalmers and the Sunbeam Lamps and certain of their respective employees, being boilermakers and pattermakers, concerning a reduction in wages without due notice, an officer of the department in the locality intervened and succeeded in averting a strike. The companies met the men's demands and gave the required thirty days' notice, but made the reduction of wages effective after that period had expired. Certain features of the dispute also received the attention of the Minister through correspondence.

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March 1921:

St. John, N.B.—Advice was received of an alleged lockout of certain of the employees of the Maritime Nail Co. This dispute received the attention of the Minister through correspondence, and an officer of the department was also sent to St. John. Investigation showed that the company appeared to be justified in closing down the plant and also in opening it under changed conditions.

WOODWORKING

June, 1920:

Owen Sound, Ont.—A strike occurred of certain of the employees of the North America Furniture Company concerning wages. Through the mediation of an officer of the department, who was sent to Owen Sound, an adjustment was effected, increased wages being granted.

January, 1921:

Toronto, Ont.—Through the mediation of an officer of the department, a strike of the rubbers and polishers employed by the Heintzman Piano Company was adjusted. The men returned to work at a reduction in wages.

February, 1921:

Toronto, Ont.—An officer of the department in Toronto was requested to assist in the adjustment of a dispute between the Brunswick Phonograph Company and certain of their employees, being finishers, rubbers and polishers. Although conferences were held with the disputants, an adjustment satisfactory to both parties could not be arranged. No strike occurred.

PULP AND PAPER

April, 1920:

Bromptonville, Que.—Through the mediation of an officer of the department, an adjustment was effected of a strike of certain of the workers in the Bromptonville Pulp Mill concerning a protest against increased work. The employees' demands were not conceded.

Three Rivers, Que.—Through the mediation of an officer of the department, who visited Three Rivers, an adjustment was effected of an alleged lockout of certain maintenance men in the employ of the Wayagamack Pulp and Paper Company. A further dispute occurred in August, when it was alleged by certain of the employees that the company was not conforming to its terms of agreement. This was also settled through the mediation of an officer of the department.

January, 1921:

Thorold, Ont.—A strike of the employees of the Beaver Board Company received the special attention of the department through an officer who was sent to the locality, and also by correspondence. At the close of the fiscal year the strike remained unterninated.

February, 1921:

Chatham, N.B.—Advice was received in the department of an alleged lockout of certain of the employees of the Fraser Companies Mills. The dispute received attention through correspondence, which indicated that the firm was justified in closing its mills, further that it was willing to re-open them, but at reduced rates of wages. An officer of the department visited the locality and interviewed the parties involved. Renewed negotiations resulted in a settlement.

CLOTHING

October, 1920:

Stratford, Ont.—Through the mediation of an officer of the department, who was requested to lend his assistance, a settlement was effected of a strike, concerning wages, of the textile workers in the employ of the Avon Hosiery Company, a compromise being reached.

January, 1921:

Montreal, Que.—Strikes of the operators, pressers and finishers in the employ of Cohens, Limited, and Schelliskys, concerning the employees' refusal to work on a piecework basis, received the attention of an officer of the department in the locality. Negotiations resulted in certain replacements and settlements were effected.

February, 1921:

Hamilton, Ont.—The assistance of the department was requested in connection with the strike of the clothing workers in the employ of various firms concerning a reduction in wages. Conferences were arranged by a representative of the department, who visited the locality, and finally an adjustment was effected.

TEXTILES

July, 1920:

Carleton Place, Ont.—Advice was received in the department of a dispute in the mills of Bates and Ennis Company concerning the refusal of various of the employees to meet with certain requirements of the company. An officer of the department visited the locality but was unable to secure an adjustment of the dispute on a basis satisfactory to both parties concerned.

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January, 1921:

Guelph, Ont.—It was alleged that the Dominion Linens, Limited, were not conforming with the terms of agreement regarding wages and hours, and on this account certain of their employees, being doffers, spinners, etc., had ceased work. An officer of the department visited Guelph and interviewed the disputants in an endeavour to bring about a settlement. Through renewed negotiations an adjustment was effected, the employees resuming work on the company's terms.

St. John, Milltown and Marysville, N.B.—Advice was received in the department of a protest of the employees of the Canadian Cottons, Limited, against a reduction in wages. The minister took this matter up with the management of the company by correspondence and when in New Brunswick gave it further attention. At the close of the fiscal year no strike had occurred, but a settlement satisfactory to both parties to the dispute had not been arranged.

FOODS, LIQUORS AND TOBACCO

April, 1920:

Montreal, Que.—Through the mediation of a representative of the department in the locality a new working agreement was effected between the meat cutters and various employing firms.

May, 1920:

Peterborough, Ont.—Through the mediation of an officer of the department and by correspondence, an adjustment was effected of a strike of the meat cutters in the employ of the Canadian Packing Company.

Hamilton, Ont.—An officer of the department aided in bringing about negotiations which resulted in a settlement of a strike of the bakers employed by various firms.

Toronto, Ont.—A dispute in the firm of the Cowan Chocolate Company received the attention of an officer of the department in the locality, conferences being held with both parties. The matter was adjusted by direct negotiations between the disputants.

Toronto, Ont.—A settlement of a strike of the dairy drivers employed by the Toronto City Dairy Company, was effected through the efforts of an officer of the department in Toronto.

Montreal, Que.—A strike occurred of the sugar refinery workers in the St. Lawrence and Canada Refineries concerning a demand of the employees for increased wages and shorter hours. A representative of the department interviewed both parties concerned in an endeavour to bring about a settlement, and the matter was also the subject of correspondence between the Minister and the respective disputants. A new working agreement was finally brought about as a result of negotiations, but largely on the employers' terms.

June, 1920:

Calgary, Alta.—Advice was received in the department that a number of the employees of P. Burns and Company had been laid off, presumably on account of union affiliation. An officer of the department in the locality aided in the negotiations which resulted in the reinstatement of certain of the employees, but the terms of settlement were not satisfactory to the employees, and a further strike occurred in November. The strikers later returned to work on the employers' terms.

July, 1920:

Montreal, Que.—An officer of the department aided in the settlement of a strike of the egg candlers employed in various firms concerning the demand of the employees for increased wages and a reduction of hours. The settlement was in favour of the employees.

November, 1920:

Montreal, Que.—Upon request, a representative of the department interviewed the parties concerned in a dispute between the Davies Company and its meat cutters concerning certain alleged union discrimination. Investigation showed that the company appeared to be justified in the action they had taken. No strike occurred.

February, 1921:

Montreal, Que.—A representative of the department, upon request, lent assistance in an effort to avoid a threatened strike of the meat cutters in the employ of the Montreal Abattoirs. The efforts were unsuccessful and a strike occurred involving several other firms. At the close of the fiscal year this dispute was still receiving the special attention of the department through its officer in Montreal and also through correspondence.

March, 1921:

London, Ont.—The department was requested to send a representative to London to assist in bringing about a settlement of the dispute which had been in existence for some months between the cigarmakers and various firms. An officer visited London and held conferences with both parties involved. Shortly after the close of the fiscal year a settlement was effected.

Hull, Que.—A dispute occurred between the Canadian Packing Company and its meat cutters concerning an extension of the working hours. A conference was held in the Department of Labour between representatives of the disputants, and further attention was given the matter by a special officer of the department. A threatened strike was averted.

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LEATHER

May, 1920:

Ottawa, Ont.—Through the mediation of two officers of the department, an agreement providing for increased wages was effected between several firms and their leather workers.

November, 1920:

Montreal, Que.—A strike of the shoe workers in the employ of Daoust, Lalonde & Company concerning a reduction in wages received the attention of the department's officer in Montreal. Information was later received that a strike no longer existed.

TRANSPORTATION (STEAM RAILWAY SERVICE)

May, 1920:

Sault Ste. Marie, Ont.—In response to a request for the assistance of the department in the settlement of a dispute concerning wages between the Algoma Central Railway and its carmen, a representative was sent to Sault Ste. Marie. Through his mediation an agreement was effected.

June, 1920:

Inverness, N.S.—A dispute between the Inverness Railway and Coal Company, Limited, and its railway employees concerning a demand for increased wages received the special attention of the department through correspondence, and by a representative who visited the locality. Conferences were held with both parties and recommendations made which finally formed the basis of a settlement, a strike being averted.

October, 1920:

Sudbury, Ont.—A dispute occurred between the Algoma Central Railroad and certain of its employees concerning the company's refusal to make certain rates of wages retro-active. A representative of the department was sent to Sudbury and succeeded in satisfactorily adjusting the dispute.

December, 1920:

Regina, Sask.—A dispute regarding certain alleged unjust dismissals on the Grand Trunk Pacific Railway received the special attention of the Minister through correspondence, and an adjustment was effected.

December, 1920,—February, 1921:

St. Thomas, Ont.—Advice was received of alleged lockouts of the shop employees of the Michigan Central Railroad and the Pere Marquette Railroad. An officer of the department visited St. Thomas in December and February, and from his investigation of the matter it appeared that no violation of agreement had occurred. This view the employees' representatives accepted. While in St. Thomas, this officer lent assistance in the adjustment of several minor disputes in the locality.

February, 1921:

Sault Ste. Marie, Ont.—A dispute between the Algoma Central and Hudson Bay Railway and certain of its employees concerning a reduction of wages and the closing of the shops without due notice received the special attention of the Minister through correspondence. While it appeared the company was justified in the action taken, an understanding was given that the employees concerned would receive back pay at the old rates and that due notice would be given of the reductions to be made.

TRANSPORTATION (ELECTRIC RAILWAY SERVICE)

May, 1920:

London, Ont.—Through the mediation of an officer of the department, an adjustment was effected of a strike of certain of the employees of the London Street Railway concerning a demand for increased wages.

MISCELLANEOUS TRANSPORT

March, 1920:

Quebec, Que.—A protest was made to the Minister concerning alleged unjust dismissal of certain employees of the Quebec Cartage and Transfer Company. The matter received special attention by the Minister through correspondence, and an officer of the department was sent to the locality. His investigation, after conferences with all parties concerned, showed that the men did not appear to be justified in their demands.

April, 1920:

Montreal, Que.—Representatives of the department gave special attention at various times to the dispute between the Dominion Transport Company and certain of its employees, and a settlement was finally effected.

Halifax, N.S.—Through conferences arranged by a representative of the department, who visited Halifax, a strike, concerning wages, of the coal handlers employed by various firms, was adjusted, a compromise being reached.

May, 1920:

Edmonton, Alta.—Advice was received of a dispute between the Edmonton Cartage Association and its teamsters concerning the employees' demand for increased wages and union recognition, and the assistance of the department was requested in an effort to bring about a settlement. The Minister gave special attention to the dispute through correspondence, and an officer of the department was sent to the locality. Through renewed negotiations an adjustment was effected, a new working agreement being adopted.

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October, 1920:

Montreal, Que.—A dispute concerning alleged discrimination on the part of a certain agent in the employ of the Canadian National Express, which threatened to result in a strike, was investigated by officers of the department. It did not appear, however, from their investigation, that the employees were justified in their charge. No strike occurred.

March, 1921:

Vancouver, B.C.—A dispute between the Cartage Association of Vancouver and its teamsters concerning the employees' demand for a new working agreement received the special attention of an officer of the department resident in Vancouver. At the close of the fiscal year the new agreement had not been effected, although it did not appear that a strike would occur.

NAVIGATION

May, 1920:

Vancouver and Victoria, B.C.—Through the mediation of an officer of the department in the locality, a settlement was effected of a strike, concerning wages, of certain of the employees of the Canadian Pacific Steamship Company and the Grand Trunk Pacific Coast Steamship Service, a compromise being reached.

June, 1920:

North Sydney, N.S.—A strike of the longshoremen in the employ of the Reid Newfoundland Company was adjusted through the mediation of an officer of the department who was in the locality.

July, 1920:

Vancouver and Victoria, B.C.—An officer of the department was appointed arbitrator in the dispute between the Coastwise Steamship and Barge Company and its engineers. Increased rates were awarded and a strike averted.

MUNICIPAL EMPLOYMENT

April, 1920:

St. Catharines, Ont.—Upon request a dispute between the City of St. Catharines and its firemen received the special attention of the department through correspondence and by long distance telephone conferences. The matter was later adjusted by direct negotiations between the parties concerned.

September—October, 1920:

North Vancouver, B.C.—An officer of the department was appointed arbitrator in a dispute between the Corporation of North Vancouver and members of the Canadian Merchant Service Guild. Threatened strikes were averted.

January—March, 1921:

Port Arthur, Ont., Regina, Sask., Moose Jaw, Sask., Calgary, Alta.—Threatened strikes of the school teachers received special attention of the department through correspondence and by officers of the department in the localities. Settlements were effected through direct negotiations between the disputants.

MISCELLANEOUS

January, 1921:

Ottawa, Ont.—A dispute between the Baker Laundry Company and certain of its employees regarding wages and union discrimination received the attention of the Minister and other officers of the department. An adjustment was effected.

II. INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

FOURTEENTH ANNUAL REPORT OF PROCEEDINGS, BEING FOR THE FISCAL YEAR ENDING MARCH 31, 1921

INTRODUCTORY NOTE

In the following pages will be found the tables usually presented with this report. The disputes dealt with during the year numbered 69, six of these, however, being disputes which were carried over from the preceding year. Boards were granted in 37 cases, the remaining being dealt with by other agencies than those of Boards of Conciliation and Investigation. The statute, it will be recalled, was enacted in March, 1907, and the total number of disputes dealt with since that date number 509.

The tribunal known as the Canadian Railway Board of Adjustment No. 1, which was established during the summer of 1918, to deal during the war with disputes between Canadian railways and six trade unions representing railway workers, continued to operate during the year 1920-21. Under agreement disputes affecting the workers who had membership in the unions involved were referred to the Canadian Railway Board of Adjustment No. 1 and duly settled. For special reasons one exception was made in this respect and the dispute in question was adjusted by a Board of Conciliation and Investigation appointed under the Industrial Disputes Investigation Act.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned, from April 1, 1920, to March 31, 1921; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1921; (iii) showing by fiscal years, 1907-21, number of disputes dealt with; (iv) showing by calendar years 1907-21, number of disputes dealt with, and (v) containing statistical summary of operations under the statute for the fiscal year ending March 31, 1921.

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I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1920, TO MARCH 31, 1921

Industries affected	Number of applications for Boards received	Number of Boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication and other public utilities;			
(1) Mines:			
(a) Coal.....	6	1	0
(b) Metal.....	1	1	0
Total mines.....	7	2	0
(2) Transportation and communication:			
(a) Railways.....	13	8	0
(b) Street Railways.....	13	10	2
(c) Express.....	2	2	0
(d) Shipping.....	1	0	0
(e) Telegraphs.....	1	1	3
(f) Telephones.....	1	0	0
Total transportation and communication.....	31	21	2
(3) Miscellaneous:			
Light and power.....	7	6	3
Total mines, transportation and communication and public utilities.....	45	29	5
II. Disputes not falling clearly within the direct scope of the Act:			
(1) Public utilities under provincial or municipal control:			
(a) Street railways.....	1	0	0
(b) Other civic employees.....	5	2	0
Total public utilities under provincial or municipal control.....	6	2	0
(2) Miscellaneous.....	18	6	1
Total disputes not falling clearly within the direct scope of the Act.....	24	8	1
Total all classes.....	69	37	6

The proceedings under the Act during the year include six cases in which certain proceedings had taken place during the preceding year, namely, disputes between (1) the Canadian National Railways and certain of their employees at Halifax, N.S.; (2) the Grand Trunk Railway and its clerks, etc.; (3) the Corporation of Ottawa and its civic employees; (4) the Canadian Fish and Cold Storage Company, Prince Rupert, B.C., and its fish packers; (5) the Nova Scotia Steel and Coal Company, Limited, Sydney Mines, and certain of its employees, and (6) the Inverness Coal and Railway Company, Inverness, N.S., and certain of its employees.

At the close of March, 1921, results were still pending in connection with five applications concerning disputes between (1) the Niagara, St. Catharines and Toronto Railway and certain of its employees; (2) the Corporation of Ottawa and its firemen; (3) the Canadian National Railways and certain of their employees in the Stores Department, Fort Rouge, Winnipeg, Man.; (4) the Dominion Steel Company, Limited, Sydney, N.S., and its electrical workers, machinists, etc., and (5) the Nova Scotia Steel and Coal Company, Limited, New Glasgow, and its tin workers, electrical workers, machinists, etc.

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II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO MARCH 31, 1921

Industries affected	Number of applications for Boards received	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work;		
(1) Mines;		
(a) Coal.....	62	7
(b) Metal.....	19	5
(c) Asbestos.....	1	0
Total mines.....	82	12
(2) Transportation and communication:		
(a) Railways.....	146	7
(b) Street railways.....	84	6
(c) Express.....	11	1
(d) Shipping.....	21	0
(e) Telegraphs.....	12	1
(f) Telephones.....	7	0
Total transportation and communication.....	281	15
(3) Miscellaneous;		
(a) Light and power.....	16	3
(b) Elevators.....	1	0
Total miscellaneous.....	17	3
(4) War work.....	30	1
Total mines, transportation and communication, other public utilities and war work.....	410	31
II. Disputes not falling clearly within the direct scope of the Act:		
(1) Public utilities under provincial or municipal control.....	45	1
(2) Miscellaneous.....	54	1
Total disputes not falling clearly within the direct scope of the Act..	99	2
Total all classes.....	509	33

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in the yearly summary. A closer examination will, however, show the statements of both classes to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during the fiscal year. The figures of the yearly statement include, therefore, disputes carried over from the previous year and which are counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of the two years. In the statistical recapitulation covering several years, as above, it is necessary that no disputes shall be counted more than once, and account is taken of the number of applications received during the year and thus brought within the purview of the statute.

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III. TABLE SHOWING BY FISCAL YEARS, 1907-1921, NUMBER OF DISPUTES DEALT WITH

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	Total
Number of applications.....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	509
Number of boards granted.....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	370
Number of disputes where strike not averted (or ended)	1	1	4	4	4	4	0	1	1	1	1	2	3	5	33

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by fiscal years and yearly summaries of proceedings.)

IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1921, NUMBER OF DISPUTES DEALT WITH

	*1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	†1921 3 mos.	Total
Number of applications.....	25	27	22	23	21	16	18	18	15	29	53	93	70	61	13	509
Number of boards granted.....	22	25	21	23	16	16	15	18	12	16	37	59	47	41	2	370
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	3	1	1	1	1	1	2	3	5	1	33

*The Act became law on March 22, 1907, so that the proceedings cover nine months only.

†To the end of the financial year, March 31.

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, from April 1, 1920, to March 31, 1921

I.—MINES, AGENCIES OF TRANSPORTATION AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister, under Section 8, Sub-section 1, of the I. D. I. Act, on recommendation from the party concerned.
2. Appointed by the Minister, under Section 8, Sub-section 2, of the I. D. I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister, under Section 8, Sub-section 3, of the I. D. I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 8, Sub-section 4, of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING AND SMELTING INDUSTRY

(a) COAL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Nov. 8, 1919	Nova Scotia Steel and Coal Co., Ltd., and certain of its employees, being members of Dist. No. 26, United Mine Workers of America.	Employees	Sydney Mines, N.S.		Wages	His Honour Judge G. Patterson, (c) 3; Prof. Howard Murray, (e) 1; J. C. Waters, (m) 1.	Jan. 13, 1920	April 5, 1920	The report of the Board was unanimous and was accompanied by a proposed schedule.
Nov. 8, 1919	Inverness Coal and Railway Co., and certain of its employees, being members of Dist. No. 26, United Mine Workers of America.	Employees	Inverness, N.S.		Wages	His Honour Judge G. Patterson, (c) 3; Prof. Howard Murray, (e) 1; J. C. Waters, (m) 1.	Jan. 13, 1920	April 7, 1920	The report of the Board was unanimous and was accompanied by a proposed schedule. Mr. Murray noted an exception to certain of the findings.
April 7, 1920	West Canadian Collieries Ltd., and certain of their employees, being members of Bellefleur Miners' Unit, One Big Union No. 1, Mining Dept.	Employees	Bellevue, Alta.		Wages deductions				The dispute did not appear to be such as would bring it within the scope of the I. D. I. Act for investigation, and no Board was established.
May 25, 1920	Various mine owners in the Minto District and certain of their employees, members of Dist. No. 26, United Mine Workers of America.	Employees	Glouce Bay, N.S.		Wages				An officer of the department visited the locality and investigated the situation in connection with this dispute. Negotiations between the disputants were renewed and it was deemed unnecessary to establish a Board.
Nov. 23, 1920	Humberstone Coal Co., and certain of their employees.	Employer	Edmonton, Alta.		Wages				In this case the workmen had gone on strike without making application for a Board, and, there being several other companies involved in the strike, in the Minister's view, no good purpose would be served by the establishment of a Board. This application was later withdrawn by the company.

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Dec. 1920	9, Various mining companies operating in the Edmonton district and their employees, being members of Local Union No. 4070, United Mine Workers of America.	Employees	Edmonton, Alta. 600	Wages, conditions, and union recognition.	C. D. Fisher, (c) 4; Jan. 1921 Mayne Reid, (E) 2; R. Livett, (M) 1.	4, Feb. 1921	2, In this case the employees concerned had gone on strike on Nov. 22, but returned to work on Dec. 4, pending the establishment of a Board of Conciliation and Investigation. There being several companies involved it was necessary that they should nominate one member to represent them jointly on the Board. The report of the Board was signed by the chairman and Mr. Livett and contained recommendations as to changes in wages and conditions. Mr. Reid presented a minority report.
(b) METAL MINES							
Feb. 1921	14, Temiskaming Mine Managers' Association and certain of their employees at Cobalt, Ont., being miners, millmen, etc.	Employees	Cobalt, Ont.	Wages	J. M. Godfrey, (c) 4; R. A. Bryce, (E) 1; Arthur W. Roebuck, (M) 1.	Mar. 12, 1921 Mar. 31, 1921	The report of the Board was unanimous and contained certain recommendations concerning wages. The findings were rejected by the men, but no strike occurred.
(2) TRANSPORTATION AND COMMUNICATION							
(a) RAILWAYS							
Dec. 1919	Grand Trunk Railway Co. and certain of its employees, being clerks, etc., members of Canadian Brotherhood of Railroad Employees.	Employees	G.T. lines in Canada 1,400	Wages and conditions	The Hon. Mr. Justice F. S. Macdennan, (c) 4; U. E. Gillen, (E) 1; Fred. Bancroft, (M) 1.	April 1920 June 1920	After the application had been received further correspondence showed that other unions existed embracing the employees concerned, namely the International Brotherhood of Stationmen, the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, and the International Brotherhood of Firemen, Oilers, etc., and representatives of these unions were also given hearing before the Board. The report was signed by the chairman and Mr. Gillen and contained recommendations as to settlement. Mr. Bancroft did not concur in all the findings of the Board, but did not present a minority report.

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STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—*Continued*
 (2) TRANSPORTATION AND COMMUNICATION—*Continued*

(a) RAILWAYS—*Continued*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Mar. 24, 1920	Canadian National Railway and certain of their employees, being checkers, coopers, car sealers and porters, on the piers at Halifax, N.S.; members of the Canadian Brotherhood of Railroad Employees.	Employees	Halifax, N.S.	110	Wages				It was considered by the Minister that no good purpose would be served by the establishment of a Board in this case.
April 17, 1920	Dominion Transport Company and certain of its employees, being teamsters, chauffeurs, stablemen and helpers, members of Local Union No. 191, International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers of America.	Employees	Toronto, Ont.	160 dir. 400 indir.	Wages	His Honour Judge J. H. Denton, (c) 4; J. G. Merrick, (e) 2; Jas. T. Gunn, (m) 1.	May 7, 1920	June 4, 10, 1920	The jurisdiction of this Board was extended to May 26 to include a similar dispute at London, Ontario, embracing the same company and same classes of employees. Separate reports were rendered covering the situations at Toronto and London respectively. These reports were unanimous and contained recommendations as to settlement of the disputes. They were accepted by the men but not by the company and a strike was threatened. Through the mediation of an officer of the department negotiations were renewed and an adjustment effected, the threatened strike being averted.
May 27, 1920	Canadian Pacific Railway, Grand Trunk Railway and Canadian National Railways and certain of their employees, being clerks, timekeepers, railway checkers, freight handlers, truckers, coopers, etc.	Employees	Montreal, Que.	950 dir. 850 indir.	Wages	E. McG. Quirk, (c) 4; U. E. Gillen, (e) 2; Adélaïde Laurendeau, M.P.P., (m) 1.	Sept. 30, 1920	Oct. 19, 1920	The report of the Board was unanimous and contained advice that an agreement had been reached between the disputants.
June 14, 1920	Canadian Pacific Railway (Western Lines) and certain of its employees, being waterfront freight handlers, members of Local No. 38-52, International Longshoremen's Association.	Employees	Vancouver, B.C.	202 dir. 1,200 indir.	Wages	The Hon. Mr. Justice Denis Murphy, (c) 3; Edwin A. James, (e) 1; Joseph Taylor, (m) 1.	June 25, 1920	July 22, Aug. 3, 1920	The report was signed by the chairman and Mr. James and contained recommendations as to settlement of the dispute. These recommendations, it is understood, were accepted by the company but rejected by the men, although no strike occurred. Mr. Taylor presented a minority report.

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June 21, 1920	Canadian Pacific Railway Company (Western Lines) and certain of its employees, being conductors, etc., members of the Order of Railway Conductors and the Brotherhood of Railroad Trainmen.	Employees....	C.P. Western Lines.	3,000 dir. 15,000 indr.	Wages.....	The Hon. Mr. Chief Justice G. Mathers, (c) 3; Isaac Pitblado, K.C., (e) 1; David Campbell, (m) 1.	Aug. 16, 1920	1, 1920	The report was signed by all three members of the Board and contained recommendations regarding settlement of the dispute and proposed rates. The company expressed their willingness to adjust the dispute on the basis of these findings. Mr. Campbell, while signing the report, dissented on certain points and added a minority report.
June 26, 1920	Toronto, Hamilton and Buffalo Railway Company and certain of its employees, being freight handlers, members of the Canadian Brotherhood of Railroad Employees.	Employees....	Hamilton and Brantford, Ont.	100.....	Wages and conditions.....	His Honour Judge Colin G. Snider, (c) 4; Geo. S. Kerr, K.C., (e) 1; Henry G. Foster, (m) 1.	July 14, 1920	27, 1920	The report of the Board was unanimous and was accompanied by a proposed agreement. Advice was later received from the company that they were agreeable to adopting the rates recommended, and with certain reservations the rules and conditions. Through the mediation of an officer of the department in the locality, a satisfactory agreement was reached between the parties concerned.
June 28, 1920	Grand Trunk Pacific Railway Company and certain of its employees, being longshoremen.	Municipality..	Prince Rupert, B.C.	.....	Wages.....	His Honour Judge F. McB. Young, (c) 3; Fred Dawson, (e) 1; W.E. Thompson, (m) 1. (Nominated by the City.)	July 17, 1920	13, 1920	The report of the Board was unanimous and was accompanied by a signed agreement between the parties concerned.
Oct. 5, 1920	Canadian National Transfer Company and certain of its employees, being teamsters and chauffeurs, members of the Canadian Brotherhood of Railway Employees.	Employees....	Winnipeg, Man.	70 dir. 300 indr.	Wages.....	Philip C. Locke, (c) 4; R. G. Perse, (e) 1; David Campbell, (m) 1.	Nov. 18, 1920	2, 31, 1920	The report was signed by the chairman and Mr. Perse and contained recommendations as to settlement of the dispute. Mr. Campbell presented a minority report.
Nov. 5, 1920	Nova Scotia Steel and Coal Company and certain of its employees, being engineers, firemen, conductors and trainmen, members of the Brotherhood of Locomotive Engineers and Firemen and Brotherhood of Railroad Trainmen.	Employees....	Sydney Mines, N.S.	45 dir. 4,320 indr.	Wages and conditions.....	.....	.....	.....	In this case a question arose as to the status of the employees as railway workers and of the company as a railway company, and while correspondence was in progress on this point, and also looking to adjustment of the dispute without Board reference, the employees ceased work and the application remained in abeyance. In the meantime an officer of the department visited the locality, with a view to bringing about a settlement, but these efforts were unsuccessful and the strike continued throughout the fiscal year.

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—*Continued*(2) TRANSPORTATION AND COMMUNICATION—*Continued*
(a) RAILWAYS—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (E) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Dec. 10, 1920	Canadian National Railway, all lines, and employees, all classes.	Employees....	All lines of C.N. in Canada..	75,000 to 100,000 approx.	Conditions of employment.	J. M. Godfrey, (c) 4; F. H. McGuigan, (E) 2; David Campbell, (M) 1.	Jan. 4, 1921	Jan. 31, 1921	The members of the Board concurred on all points save one, and recommended that certain dismissed employees be reinstated and paid for the time they had actually lost by their dismissal. The most important feature of the dispute was, however, the request of the employees for a withdrawal of the order prohibiting employees of the Canadian National Railways from becoming candidates for the Provincial or Dominion Parliament, and on this point no agreement could be reached. The chairman and Mr. Campbell supported the employees and their demands. Mr. McGuigan did not concur, and prepared a minority report. Later advice was received of the acceptance of this majority report by the employees. The company, while refusing to modify the order, agreed to reinstate the employees who had been dismissed for infringing the same. After the application was received direct negotiations between the disputants were renewed, and the dispute was adjusted.
Dec. 16, 1920	Canadian National Railway (Western lines) and certain of their employees, being draughtsmen and fieldmen, under the Engineers' Dept., members of the Canadian Brotherhood of Railway Employees.	Employees....	Lines of C.N.R. (Western).	100 dir. 200 indir.	Wages.				
Mar. 17, 1921	Canadian National Railway and certain of their employees in the Stores Dept., Fort Rouge, Winnipeg, being members of Victoria Lodge No. 1326, Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	Winnipeg, Man....	10 dir. 100 indir.	Wages and dismissal of certain employees.				Proceedings unfinished at the close of the fiscal year.

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(b) STREET RAILWAYS

April 8, 1920	Dominion Power and Transmission Company and certain of its employees, being linemen, operators, motormen, maintenance men, pitmen and air brake workers, members of Local Union No. 105, International Brotherhood of Electrical Workers.	Employees....	Hamilton, Ont.....	110.....	Wages and conditions.....	His Honour Judge Colin G. Snider, (c) 4; Geo. S. Kerr, K.C. (s) 1; Fred. Bancroft, (M) 1.	April 27, 1920	May 25, 1920	The report was signed by the chairman and Mr. Kerr, and contained recommendations as to settlement of the dispute, which both the company and employees later advised were acceptable to them. Mr. Bancroft presented a minority report.
April 12, 1920	London Railway Commission and certain employees of the London and Port Stanley Railway, being members of Div. 748, Amalgamated Association of Street and Electric Railway Employees of America.	Employees....	London, Ont.....	90.....	Wages.....	His Honour Judge Colin G. Snider, (c) 4; J. M. Campbell, (s) 1; B.W. Bennett, (M) 1.	April 27, 1920	May 13, 1920	The report was signed by the chairman and Mr. Campbell, and was accompanied by a proposed schedule covering rates, hours, etc., which the company advised was acceptable to them, and that adjustments would be made accordingly. The award was, however, rejected by the men, and a strike occurred on May 13. Through the mediation of an officer of the Department of Labour an adjustment was effected, the men returning to work on May 24. A minority report was presented by Mr. Bennett.
April 13, 1920	Dominion Power and Transmission Company and certain of its employees, being shop and yard men, members of Local Division No. 107, Amalgamated Association of Street and Electric Railway Employees of America.	Employees....	Hamilton, Ont.....	65.....	Wages.....	His Honour Judge Colin G. Snider, (c) 4; Geo. S. Kerr, K.C., (s) 1; Fred. Bancroft, (M) 1.	April 27, 1920	May 20, May 25, 1920	The report was signed by the chairman and Mr. Kerr, and contained recommendations as to settlement of the dispute. Advice was later received that these recommendations were acceptable to both parties concerned. Mr. Bancroft presented a minority report.
April 13, 1920	Hamilton Street Railway Company and its motormen and conductors, being members of Local Division No. 107, Amalgamated Association of Street and Electric Railway Employees of America.	Employees....	Hamilton, Ont.....	270.....	Wages.....	His Honour Judge Colin G. Snider, (c) 4; Geo. S. Kerr, K.C., (s) 1; Fred. Bancroft, (M) 1.	April 27, 1920	May 19, May 25, 1920	The report was signed by the chairman and Mr. Kerr, and contained recommendations as to settlement of the dispute. Advice was later received that these recommendations were acceptable to both parties concerned. Mr. Bancroft presented a minority report.
April 27, 1920	Winnipeg Electric Railway Company and certain of its employees, being members of the Street Railway Employees' Union.	Employees....	Winnipeg, Man.....	1,400.....	Wages and conditions.....	His Honour Judge R. H. Myers, (c) 4; Chas. E. Daloe, (s) 1; R. S. Ward, (M) 1.	May 11, 1920	July 8, 1920	The report was signed by the chairman and Mr. Daloe and was accompanied by a proposed agreement, on the basis of which, it is understood, a new working agreement was effected. Mr. Ward presented a minority report.

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder. etc.—*Continued*

(2.) TRANSPORTATION AND COMMUNICATION—*Continued*.

(b) STREET RAILWAYS—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
May 3, 1920	Ottawa Electric Railway Company and certain employees, being members of Div. No. 279, Amalgamated Association of Street and Electric Railway Employees of America.	Employees	Ottawa, Ont.	500 dir. 600 indir.	Wages.	The Hon. Mr. Justice F. S. MacLennan, (c) 4; Geo. D. Kelley, (e) 1; A. E. Fripp, (m) 1.	May 15, 1920	May 28, 1920	The report of the Board was unanimous and was accompanied by a proposed schedule of wages and conditions. These, it is understood, became the basis of a new working agreement.
May 22, 1920	Montreal Tramways Company and certain employees, being members of Div. No. 790, Amalgamated Association of Street and Electric Railway Employees of America.	Employees	Montreal, Que.	3,300 dir. 122,000 indir.	Wages and conditions.	His Honour Judge J. M. Archambault, (c) 4; E. W. Little, (e) 1; J. A. Woodward, (m) 1.	June 10, 1920	Aug. 5, 1920	The report of the Board was unanimous and contained proposed schedules and recommendations as to settlement of the dispute.
May 31, 1920	Toronto Railway Company and its motor-men, conductors, shedmen, motor and truck repairmen, compressor and fender-room men and track men.	Employer	Toronto, Ont.	2,478 dir. 308 indir.	Wages and conditions.	The Hon. Mr. Justice F. S. MacLennan, (c) 4; John T. Vick, (m) 1; Wm. H. Moore, (e) 1.	June 5, 1920	June 12, 1920	The report was signed by all three members of the Board and contained recommendations as to settlement of the dispute. Later Mr. Vick advised that he did not concur in all the recommendations which had been made and presented a minority report. The original report was accepted by the company but rejected by the men and a strike occurred on June 23. Negotiations between the disputants were renewed and the men returned to work on June 27, a settlement having been reached.
June 14, 1920	Toronto Suburban Railway Company and its employees, being electrical workers, members of Local Union No. 333, International Brotherhood of Electrical Workers.	Employees	Toronto, Ont.	25 dir. 70 indir.	Wages.	His Honour Judge J. A. Barron, (c) 4; Geo. D. Kelley, (e) 1; Louis Braithwaite, (m) 1.	July 15, 1920	Aug. 4, 1920	The report was signed by the chairman and Mr. Kelley and contained recommendations as to settlement of the dispute. Mr. Braithwaite presented a minority report. Advice was later received that the findings of the Board were acceptable to the company. No strike occurred.

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July 1920	9. Hull Electric Company and certain of its employees, being members of Div. No. 691, Amalgamated Association of Street and Electric Railway Employees of America.	Employees.....	Hull, Que.	150 dir. 18 indir.	Wages.....	Captain W. P. Grant, July 21, Aug. 26, 1920 (c) 4; Geo. D. Kelly, (e) 1; Joseph Gibbons, (m) 1.	The award was signed by the chairman and Mr. Kelley and contained recommendations as to settlement. Mr. Gibbons presented a minority report. The findings of the Board were rejected by the employees and a strike was threatened. Through the mediation of a representative of the department of Labour negotiations between the disputants were renewed and an agreement was effected on the basis of the Board's findings.
Oct. 1920	2. International Transit Company of Sault Ste. Marie, Ontario, and certain of its employees, being members of Division No. 850, Amalgamated Association of Street and Electric Railway Employees of America.	Employees.....	Sault Ste. Marie, Ont.	22	Wages and hours.....		After the application had been received, through the mediation of an officer of the department in the locality, negotiations between the disputants were renewed and an adjustment effected without Board reference.
Dec. 15, 1920	Cornwall Street Railway Company and its employees, being members of Div. No. 946, Amalgamated Association of Street and Electric Railway Employees of America.	Employees.....	Cornwall, Ont.		Wages.....		After the application had been received, an officer of the department visited the locality and through his mediation negotiations between the disputants were renewed and an adjustment effected without Board reference.
Mar. 17, 1921	Niagara, St. Catharines and Toronto Railway Company and certain of its employees, being members of Local Div. No. 846, Amalgamated Association of Street and Electric Railway Employees of America.	Employees.....	St. Catharines, Ont.	160 dir. 150 indir.	Alleged dismissal, suspension and other discriminations with respect of certain employees.		Proceedings unfinished at the close of the fiscal year.
(c) Express							
April 23, 1920	Canadian National Express Company and certain of its employees, being members of Canadian Brotherhood of Railway Employees.	Employees.....	Can. Nat. Express Lines.	330 dir. 275 indir.	Wages and Union recognition.	The Hon. Mr. Justice T. G. Mathers, (c) 4; W. J. Christie, (e) 1; Fred. Bancroft (m) 1.	The report of the Board was unanimous and was accompanied by a signed agreement between the disputants.

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—*Continued*

(2) TRANSPORTATION AND COMMUNICATION—*Continued*

(c) EXPRESS—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (E) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Jan. 10, 1920	Canadian Express Company, Lines in Canada, and certain of its employees, being wages, men, porters, clerks, and messengers, members of the Canadian Brotherhood of Railroad Employees.	Employees.	Can. Exp. lines in Canada.	1,700	Wages and conditions.	U. E. Gillen, (c) 4; F. H. McGuigan, (E) 1; Jas. T. Gunn, (M) 1.	Jan. 24, 1921	Feb. 23, Feb. 25, 1921	The report of the Board was signed by all three members, who concurred on all points save one, which schedule of rules and rates which accompanied the report was signed by representatives of both the company and the employees. The Board was unable to reach an agreement with the rights of a point concerning the duties of a messenger. Messrs. Gillen and Gunn favoured the continuation of the employees. Mr. McGuigan did not concur in this view and presented a minority report.

(d) SHIPPING

Oct. 1920	Various Shipping Companies operating on the Great Lakes and certain of their employees, being firemen, oilers, deckhands, etc., members of the Sailors, Firemen and Cooks' Union of Canada.	Employees.	Great Lakes of Canada.	1,000	Wages.				After the application had been received, through the mediation of an officer of the department, negotiations between the parties concerned were renewed and an adjustment effected without the necessity of Board procedure.
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(e) TELEGRAPHS

June 1920	Canadian Pacific Railway and certain of its employees engaged in the commercial telegraph service, members of the Commercial Telegraphers' Union of America.	Employees.	Lines of C.P.R.	975 dir. 3,000 indir.	Wages.	His Honour Judge R. D. Gunn, (c) 4; F. H. Phippen, K.C., (E) 1; Jas. T. Gunn, (M) 1.	June 28, 1920	July 21, July 23, Aug. 7, 1920	The report in this case was received from the chairman, but was later followed by a copy signed by Mr. Phippen, with certain reservations noted. Mr. Gunn, the employees' nominee, did not concur in these findings and presented a minority report. Advice was later reached that an agreement has been reached between the parties concerned.
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(1) TELEPHONES

May 25, 1920	British Columbia Telephone Company, Limited, and certain of its employees, being electrical workers, members of Local Unions Nos. 213, 230 and 77A, International Brotherhood of Electrical Workers.	Employees....	Vancouver and Victoria, B.C.	110	Wages and conditions.	Inquiry showed a dispute between two unions involved, and, in the Minister's view, no good purpose could be served by the establishment of a Board.
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(3) MISCELLANEOUS

LIGHT AND POWER

May 2, 1920	Ottawa Gas Company and certain of its employees, being gas workers, members of Federal Union No. 16517.	Employees....	Ottawa, Ont.	110	Wages and conditions.	The report was signed by the chairman and Mr. Kelley, and was accompanied by a proposed agreement covering wages and conditions which both parties later expressed their willingness to accept. Mr. Lodge presented a minority report.
April 29, 1920	Winnipeg Electric Railway Company and certain of its employees, being members of the Gas Workers' Union.	Employees....	Winnipeg, Man.	100	Wages and conditions.	The report was signed by the chairman and Mr. Dafoe and was accompanied by a proposed agreement, on the basis of which, it is understood, a new working agreement was effected. Mr. Ward presented a minority report.
May 1, 1920	Toronto Hydro Electric Commissioners and their employees, being electrical workers, members of Local Union No. 353, International Brotherhood of Electrical Workers.	Employees....	Toronto, Ont.	250 dir. 250 Indr.	Wages and conditions.	The report was signed by all three members and contained recommendations as to settlement of the dispute. These were accepted by the company. A minority report was, however, later received from Mr. Braithwaite. No strike occurred.
May 14, 1920	Great Lakes Power Company, Limited, and certain of its employees, being members of Local No. 726, International Brotherhood of Electrical Workers.	Employees....	Sault Ste. Marie, Ont.	15	Wages.	After the application had been received, through the mediation of an officer of the department, direct negotiations between the disputants were renewed and a settlement effected without the necessity of Board procedure.

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—*Continued*

(3) MISCELLANEOUS—*Concluded*

LIGHT AND POWER—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
June 18, 1920	(1) Toronto and Niagara Power Company (2) Toronto Power Company, Toronto; (3) Toronto Power Company, Niagara Falls, Ont.; and (4) Toronto Street Railway Company and certain of their employees being members of the following trade unions, namely: (1) blacksmiths; and (2) helpers, members of Local 318, International Brotherhood of Blacksmiths and Helpers; (3) electrical workers and helpers, members of Local 353, Toronto, and Local 897, Niagara Falls, International Brotherhood of Electrical Workers; (3), woodworkers, members of Toronto District Council of Carpenters, and (4) machinists and helpers, members of district Lodge No. 46, International Association of Machinists, and Lodge 1296, Niagara Falls, Ont., International Association of Machinists.	Employees	Toronto and Niagara Falls, Ont.	450 dir. 200 indir.	Wages, hours and conditions.	U. E. Gillen, (c) 4; W. H. Moore, (e) 1; Fred. Bancroft, (m) 1.	July 14, 1920	Aug. 20, 1920	The report was signed by the chairman and Mr. Bancroft and was accompanied by a proposed schedule and recommendations concerning settlement of the dispute. These were accepted by the employees, but not by the companies and a strike occurred on Sept. 20. Negotiations were renewed and the men returned to work on Sept. 25, a settlement having been reached on the basis of the Board's findings in so far as concerned the wages question, but the companies maintained their original stand with regard to certain working conditions and rules. Mr. Moore, while not signing the award, did not present a minority report.
July 31, 1920	Vancouver and Victoria Gas Companies and certain of the employees of the said companies, being gas workers.	Employees	Vancouver and Victoria, B.C.	146	Wages	Charles E. Tisdall, (c) 31; A. G. McCandless, (e) 1; Victor R. Midgley, (m) 1.	July 27, 1920	Aug. 23, Aug. 30, 1920	The report was signed by the chairman and Mr. McCandless and contained recommendations regarding settlement of the dispute. These recommendations were accepted by the company but rejected by

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the men and a strike occurred on Sept. 8. Negotiations were renewed and a settlement was effected, the men returning to work on Sept. 27. A minority report was presented by Mr. Midgeley. The report of the Board was unanimous and while no recommendations were made concerning increased rates of wages, certain suggestions were made as to modifications of a number of the clauses of the present working agreement. The findings of the Board were accepted by the employing companies but rejected by the men and a strike occurred on Feb. 22. Through renewed negotiations a settlement was effected and the men returned to work on March 8.

Oct. 19, 1920	(1) British Columbia Railway Company; (2) Vancouver Power Company, Limited; (3) Vancouver Island Power Company Limited and certain employees of each of the said companies, being members of Local Unions Nos. 213 and 230, International Brotherhood of Electrical Workers.	Employees	Vancouver and Victoria, B.C.	200	Wages and "closed shop"	M. H. McGeough, (c) 4; A. G. McCandless, (x) 1; Edmund H. Morrison, (w) 1.	Nov. 17, 1920	Jan. 8, 1921	
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II.—DISPUTES NOT FALLING CLEARLY WITHIN THE DIRECT SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

(1) PUBLIC UTILITIES UNDER PROVINCIAL OR MUNICIPAL CONTROL

(a) STREET RAILWAYS

Mar. 29, 1921	Corporation of the City of Saskatoon, Sask., and its street railway workers, being members of Div. No. 615, Amalgamated Association of Street and Electric Railway Employees of America.	Employees	Saskatoon, Sask.		Wages				While correspondence was taking place concerning the consent of the city with respect to the establishment of a Board, through the mediation of an officer of the department, direct negotiations between the disputants were renewed, and a settlement was effected without Board procedure.
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(b) OTHER CIVIC EMPLOYEES

Mar. 8, 1920	Corporation of Ottawa and certain of its employees, being members of Civic Employees' Federal Labour Union No. 15.	Employees	Ottawa, Ont.	142	Wages	His Honour Judge R. D. Gunn, (c) 4; Ainslie W. Greene, (x) 1; Fred. Bancroft, (m) 1.	Mar. 22, 1920	April 6, 1920	5. The report of the Board was signed by the chairman and Mr. Bancroft and was accompanied by a proposed schedule. Mr. Greene presented a minority report.
May 28, 1920	Corporation of Moose Jaw and its civic employees, members of Civic Employees Local Union No. 9.	Employees	Moose Jaw, Sask.	101	Wages	The Hon. Mr. Justice G. E. Taylor, (c) 3; Geo. D. Mackie, (x) 1; R. A. Chadwick, (m) 1.	June 12, 1920	July 12, 1920	12. The report of the Board was unanimous and contained recommendations as to settlement of the dispute, which, it is understood, were later adopted by the city as a basis of a new working agreement.

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder. etc.—*Continued*

(1) PUBLIC UTILITIES UNDER PROVINCIAL OR MUNICIPAL CONTROL—*Concluded*

OTHER CIVIC EMPLOYEES—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Aug. 16, 1920	Corporation of the City of Fort William and certain of its employees, being fire-fighters, members of Local Union No. 139, International Association of Fire Fighters.	Employees	Fort William, Ont.	38	Wages.	N. M. Patterson, (c) 3; W. A. Dowler, K.C., (e) 1; J. R. Pattison, (m) 1.	Aug. 21, 1920	Dec. 13, Dec. 17, 1920	The report was signed by the chairman and Mr. Dowler and contained recommendations concerning increased wages as a settlement of the dispute. The findings were accepted by the corporation but rejected by the men. Mr. Pattison presented a minority report. No strike occurred.
Mar. 24, 1921	Corporation of the City of Ottawa and certain of its employees, being firemen, members of the International Association of Fire Fighters.	Employees	Ottawa, Ont.	177 dir. 5 indir.	Wages and conditions				Proceedings unfinished at the close of the fiscal year.
Mar. 31, 1921	Corporation of the City of Windsor and certain of its employees, being firemen, members of Local Union No. 159, International Association of Fire Fighters.	Employees	Windsor, Ont.		Wages				After the application had been received negotiations between the parties concerned were renewed and the dispute settled without Board procedure.

(2) MISCELLANEOUS

Feb. 25, 1920	Canadian Fish and Cold Storage Company and certain of their employees, being fish packers.	Employer	Prince Rupert, B.C.		Wages	His Honour Judge F. McE. Young, (c) 3; S. P. McMordie, (e) 1; Geo. Rudderham, (m) 1.	Mar. 21, 1920	April 16, 1920	The report of the Board was unanimous and contained a proposed schedule of rates and recommendations concerning settlement of the dispute.
April 7, 1920	Various manufacturers of wood-work in general in Ottawa, and certain of their employees, members of Local No. 646, United Brotherhood of Carpenters and Joiners of America.	Employees	Ottawa, Ont.	350 dir. 100 indir.	Wages	His Honour Judge R. D. Gunn, (c) 3; Stewart McClenaghan, (e) 2; M. M. Maclean, (m) 1. (Nominated by Municipality).	July 12, 1920	Aug. 10, Aug. 10, 1920	In this case the employers and employees concerned were advised that joint consent to Board reference would be necessary, as well as that the companies should nominate one person to represent them jointly on the Board. In the meantime direct negotiations between the disputants were re-

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April 17, 1920	Nova Scotia Steel and Coal Company and certain of its employees, being members of the three organizations (1) the Amalgamated Association of Iron, Steel and Tin Workers of America; (2) the International Brotherhood of Electrical Workers; and (3) the International Association of Machinists.	Employees...	New Glasgow, N.S.	1,000	Wages.....	His Honour Judge G. Patterson, (c) 3; Prof. Howard Murray, (e) 1; J. C. Watties, (m) 1.	May 14, 1920	June 3, 1920	The report of the Board was unanimous and contained recommendations as to changes in wages and conditions. The findings of the Board were accepted by the men with certain reservations. Advice was received from the company that they had put into effect certain of the recommendations of the Board.
April 22, 1920	William Davies Company, Limited; Harris Abattoir; Gunns, Limited; Swift Canadian Company, and Canadian Packing Company, and certain of their employees, being members of Local Union No. 188, Amalgamated Meat Cutters and Butcher Workmen of North America.	Employees...	Toronto, Ont.	3,400 dir. 4,500 indir.	Wages and conditions..	.....	.....	.....	After the application had been received, through the mediation of an officer of the department in the locality, direct negotiations between the disputants were renewed and a settlement effected without Board procedure.
May 14, 1920	Ottawa Branch of the Association of Canadian Building and Construction Industries and certain of their employees, being carpenters, electrical workers, painters, and roofers.	Employees... Employer.	Ottawa, Ont.	197	Wages.....	T. A. Beament, (c) 3; Chas. Hopewell, (e) 1; Tom Moore, (m) 1.	May 15, 1920	May 20, 1920	The report of the Board was unanimous and contained recommendations as to settlement of the dispute. Advice was later received from both parties that these recommendations were acceptable to them.

newed and indicated a settlement without Board reference. These were not successful, however, and a strike occurred on June 12. An application for a Board was then received from the Corporation of the City of Ottawa, under section 63A of the I. D. I. Act. A Board was established and the men returned to work pending the Board's decision. The report was signed by the chairman and Mr. McCleughan, and was accompanied by proposed schedules. These findings were accepted by the men but rejected by the companies. No further strike, however, occurred. Mr. Maclean presented a minority report.

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder. etc.—*Continued*(2) MISCELLANEOUS—*Continued*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
May 21, 1920	Various contractors of the City of Lethbridge, Alta., and certain of their employees, being carpenters, members of the United Brotherhood of Carpenters and Joiners of America, Local Union No. 846.	Employees...	Lethbridge, Alta.		Wages and conditions...				The consent of the municipality not being received no Board could be established.
May 25, 1920	Canadian General Electric Company and certain of its employees at Peterborough, being electrical workers, machinists, etc.	Municipality...	Peterborough, Ont.	620	Wages	His Honour Judge R. D. Gurn, (c) 3; His Honour Judge T. A. McMillan, (e) 2; J. Munro, (m) 1. (Nominated by Municipality and employees.)	June 14, 1920	June 25, 26, 1920	In this case a strike occurred on May 6 of the machinists, followed on May 18 by the electricians, and an application for the establishment of a Board was received from the Corporation of the City of Peterborough under section 63A of the I. D. I. Act. The report of the Board was signed by the chairman and Mr. Munro, and contained recommendations as to settlement of the dispute. These findings were accepted by the employees, but rejected by the company. Renewed negotiations, however, resulted in a settlement of the dispute. Judge McGillivray presented a minority report.
July 10, 1920	Master Printers of Ottawa, members of the Ottawa Printers and Bookbinders' Association, and certain of their respective employees, being members of Ottawa Typographical Union No. 102.	Employees...	Ottawa, Ont.	70	Wages	Geo. D. Kelley, (c) 3; J. Kilpatrick, (e) 1; Jas. Drury, (m) 1.	July 15, 1920	July 22, 1920	The report of the Board was unanimous and contained recommendations as to settlement, which both parties later expressed their willingness to accept.
Aug. 9, 1920	Algoma Steel Corporation and certain of its employees, being members of Local 987, International Union of Steam and Operating Engineers.	Employees...	Sault Ste. Marie, Ont.	70 dir., 3,000 indir.	Wages				In this case, although the company had granted consent to the establishment of a Board, renewed negotiations between the disputants indicated a settlement without Board reference, and the matter was, therefore, dropped by the Labour Department.

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Aug. 20, 1920	Canadian Press, Limited, and press telegraph operators in its employ, members of Canadian Press System Division No. 52, Commercial Telegraphers' Union of America.	Employer.....	Dominion of Canada (80 (except Prince Edward Island)	Wages.....	His Honour Judge R. D. Gunn, (c) 3; E Norman Smith, (E) 1; David Campbell, (M) 1.	Aug. 25, 1920 Sept. 16, 1920	The report was signed by the chairman and Mr. Smith and contained recommendations as to settlement. These recommendations were accepted by the company but rejected by the men who favoured the minority report, which was presented by Mr. Campbell. No strike occurred.
Sept. 16, 1920	La Patrie Publishing Company and La Presse Publishing Company, Montreal, and certain of their employees, being members of the Montreal Newswriters' Union, Local No. 10.	Employees.....	Montreal, Que.....	33	Wages and union recognition.		Consent to the establishment of a Board was declined by the companies concerned.
Oct. 21, 1920	Wallace Shipyards, Coughlan Shipyards, Vulcan Iron Works, and British Columbia Marine Company, and certain of their employees, being members of the Metal Trades Council of Vancouver, B.C.	Employees.....	Vancouver, B.C.....	3,500	Wages.....		Consent to the establishment of a Board was refused by certain of the companies involved.
Jan. 14, 1921	Ontario Association of Electrical Contractors and certain of their employees, being inside firemen and apprentices, members of the Canadian Electrical Trades Union, Toronto Branch.	Employees.....	Toronto, Ont.....	265 dir. 950 indir.	Wages and union recognition.		In the Minister's view this dispute was not one which fell within the scope of the I. D. I. Act for adjustment.
Jan. 14, 1921	Dominion Iron and Steel Company, Limited, and certain of its employees, being steel workers.	Employees.....	Sydney, N.S.....		Wages.....		Consent to the establishment of a Board was declined by the company.
Feb. 14, 1921	Algoma Steel Corporation, Limited, and certain of its employees, being members of Local No. 697, International Steam and Operating Engineers.	Employees.....	Sault Ste. Marie, Ont.	100 dir. 2,000 indir.	Wages.....		Consent to the establishment of a Board was declined by the company.
Mar. 12, 1921	Dryden Paper Company, Limited, and certain employees, members of the International Brotherhood of Pulp, Sulphite and Paper Mill Workers.	Employees.....	Dryden, Ont.....		Wages.....		Consent to the establishment of a Board was declined by the company.

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STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—*Concluded*
(2) MISCELLANEOUS—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of Dispute	Names of Members of Board (c) Chairman; (E) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Mar. 21, 1921	Dominion Steel Company, and certain of its employees, being electrical workers, machinists, etc.	Employees...	Sydney, N.S.	4,000 approx	Wages .....	.....	.....	.....	Proceedings unfinished at the close of the fiscal year.
Mar. 24, 1921	Nova Scotia Steel and Coal Company and certain of its employees, members of (1) the Amalgamated Association of Iron, Steel and Tin Workers; (2) the International Association of Machinists, and (3) the International Brotherhood of Electrical Workers.	Employees...	New Glasgow, N.S.	1,025	Wages .....	.....	.....	.....	Proceedings unfinished at the close of the fiscal year.

III. FAIR WAGES

The Fair Wages Branch of the department has to do with the administration of the fair wages policy of the Dominion Government, which is based on a resolution of the House of Commons adopted in the session of 1900, as follows:—

“That it be resolved, that all Government contracts should contain such conditions as will prevent abuses, which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy, and deems it the duty of the Government to take immediate steps to give effect thereto.

“It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.”

Additional force was given to the fair wages resolution in the revision of the Railway Act in 1903, by the insertion in that statute of a section requiring the payment of current rates of wages to all workmen engaged in the construction of any line of railway towards which the Parliament of Canada has voted financial aid by way of subsidy or guarantee.

An Order in Council was adopted on August 30, 1907, “to more effectively further the purpose of the fair wages resolution of the House of Commons of Canada, of March, 1900,” by the insertion of the following clauses in all Government contracts to which the said resolution applies:—

“1. Contractors shall post in a conspicuous place on the public works under construction, the schedule of wages inserted in their contracts for the protection of the workmen employed.

“2. Contractors shall keep a record of payments made to workmen in their employ, the books or documents containing such record shall be open for inspection by the fair wages officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.”

In connection with proposed works of construction a fair wages schedule setting forth the minimum wage rates and the hours of labour to be observed is prepared in advance and embodied in the contract. The practice is to prepare these schedules as they are required. For this purpose one of the fair wages officers of the department usually visits the locality in which the work is to be performed and ascertains, by inquiry from both employers and workmen, the scale of remuneration and the hours of labour generally prevailing in the district for the various classes of labour required.

In other cases a general clause is inserted in the contract, the terms of which are as follows:—

All mechanics, labourers or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed, and if there is no current rate in such district, then a fair and reasonable rate, and shall not be required to work for longer hours than those fixed by the custom of the trade in the district where the work is carried on, except for the protection of life or property, or in the case of other emergencies. In the event of a dispute arising as to what is the current or a fair and reason-

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able rate of wages or what are the current hours fixed by the custom of the trade, it shall be determined by the Minister of Labour, whose decision shall be final.

These conditions shall extend and apply to moneys payable for the use or hire of horses or teams, and the persons entitled to payment for the use or hire of horses or teams shall have the like right in respect of moneys owing to them as if such moneys were payable to them in respect of wages.

In the event of default being made in payment of any money owing in respect of wages of any mechanic, labourer or other person employed on the said work, and if a claim therefor is filed in the office of the Minister ofand proof thereof satisfactory to the minister is furnished, the minister may pay such claim out of any moneys at any time payable by His Majesty under such contract and the amounts so paid shall be deemed payments to the company.

The company shall post in a conspicuous place on the works under construction the general clause above mentioned for the protection of the workmen employed.

The company shall keep a record of payments made to workmen in its employ, and the books or documents containing such record shall be open for inspection by the fair wages officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.

Fair wage conditions are also inserted in contracts for the manufacture of certain classes of Government supplies, and in contracts for all railway construction to which the Dominion Government has granted financial aid, either by way of subsidy or guarantee.

During the year various complaints were received in connection with inadequate wages and other matters pertaining to these railway contracts and the manufacture of Government supplies. These complaints were referred to the department of the Government directly involved. In many cases investigations were made by the Department of Labour, and, where complaints appeared to be well founded, recommendations concerning adjustment were made when referring the matter to the department concerned.

The Department of Labour is also frequently consulted by other departments of the Government regarding the wage rates to be observed in connection with work undertaken on the day labour plan.

The number of fair wages schedules prepared by the Department of Labour during the year 1920-21 for insertion in Government contracts was 49. These were divided among the different departments of the Government as follows: Public Works, 20; Railways and Canals, 12; Militia and Defence, 3; Marine and Fisheries, 6; Interior, 5; Naval Service, 2; and Indian Affairs, 1.

TABLES RELATING TO FAIR WAGES SCHEDULES

The following tables relate to fair wages schedules prepared by officers of the department during the fiscal year 1920-21, and show the different departments controlling the contracts concerned and the locality and value of the contract:--

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FAIR WAGES SCHEDULES prepared for the Department of Public Works, 1920-21, showing the name of the locality concerned, etc.

Nature of work	Locality	Date schedule supplied by department	Date of contract	Amount of contract	Issue of <i>Labour Gazette</i> in which schedule published	Page
Dry dock.....	Esquimalt, Skinner's Cove, B.C.	April 14, 1920.....	Feb. 17, 1921.....	Unit prices. (General Clause inserted in- stead of schedule supplied on April 14, 1920).		
Breakwater improvements.....	Friar's Head, Inverness Co., N.S.	April 30, 1920.....	No contract.		XX	1076
Repairs to wharf.....	St. Francois Sud, Montmorency Co., Que.	May 5, 1920.....	July 26, 1920.....	Schedule rates.....	XX	1240
Public floating wharf.....	Kuskonook, Dist. of Kootenay, B.C.	May 5, 1920.....	Aug. 16, 1920.....	\$7,950 00.....	XX	1240
Reconstruction of part of south pier.....	Bayfield, Huron Co., Ont.	May 25, 1920.....	Nov. 9, 1920.....	Schedule rates.....	XX	1640
Repairs to coal dock.....	Three Rivers, Que.	May 27, 1920.....	No contract.			
Repairs to pier.....	Pointe Aux Trembles, Portneuf Co., Que.	May 27, 1920.....	Aug. 23, 1920.....	Schedule rates.....	XX	1240
Repairs to wharf.....	Ste. Famille, Island of Orleans, Que.	May 27, 1920.....	Aug. 24, 1920.....	Schedule rates.....	XX	1240
Reconstruction of Parliament Buildings.....	Ottawa, Ont.	June 2, 1920.....	Dec. 7, 1920.....	Revised schedule. \$24,651 00.....	XXI	85
Reconstruction of breakwater and repairs to pier.....	Quaco (St. Martin's), N.B.	June 7, 1920.....	Sept. 22, 1920.....	Unit prices.....	XX	1375
Reconstruction of west pier.....	Pelee Island, Essex Co., Ont.	June 9, 1920.....	No contract.			
Repairs to breakwater pier.....	Cape Bald, Westmoreland Co., N.B.	June 13, 1920.....	Sept. 15, 1920.....	Schedule rates.....	XX	1376
Reconstruction of wharf.....	Thetis Island, B.C.	June 15, 1920.....	Nov. 4, 1920.....	Schedule rates.....	XX	1640
Repairs to wharf.....	Cap St. Ignace, Montmagny Co., Que.	June 24, 1920.....				
Removal of old swing bridge and construction of a single leaf Strauss Trunnion Bascule bridge.....	Burlington Channel, Ont.	June 30, 1920.....	Nov. 30, 1920.....	\$75,053 00.....	XXI	85
Ice breaker.....	St. Joseph de Sorel, Richelieu Co., Que.	July 2, 1920.....	Oct. 1, 1920.....	\$2,800 00.....	XX	1549
Repairs to public wharf.....	Owl's Head, Halifax Co., N.S.	July 5, 1920.....	Sept. 14, 1920.....	Schedule rates.....	XX	1375
Reconstruction and repairing of portion of the shore pro- tection.....	Three Fathom Harbour, Halifax Co., N.S.	July 5, 1920.....	Oct. 26, 1920.....	\$6,079 00.....	XX	1640
Reconstruction of wharf.....	Thessalon, Ont.	July 10, 1920.....	Oct. 16, 1920.....	Schedule rates.....	XX	1550
Reconstruction of 466 feet of the superstructure of the east pier of the eastern channel.....	Toronto Harbour, Toronto, Ont.	July 15, 1920.....	Oct. 12, 1920.....	Schedule rates.....	XX	1550

FAIR WAGES SCHEDULES prepared for the Department of Railways and Canals, 1920-21, showing the name of the locality concerned, etc.

Nature of work	Locality	Date schedule supplied by department	Date of contract	Amount of contract	Issue of <i>Labor Gazette</i> in which schedule published
Stone protection on summit level on.....	Welland Canal, between Thorold and Port Colborne, Ont.....	May 27, 1920.....	Oct. 11, 1920.....	Cost plus basis.....	Vol. XX 1550
Supply of a quantity of not less than 125,000 cu. yds. of sand to be obtained from the bed of Lake Ontario and delivered at Port Weller for use on.....	Welland Canal, Ont.....	Aug. 4, 1920.....	Aug. 20, 1920.....	90c. per cu. yd.....	XX 1241
Sand blasting and painting bridges (eight in number). Fabricating, supplying and erecting of a 95 ft. steel highway swing bridge over.....	Lacline Canal, Que.....	Sept. 14, 1920.....	Oct. 4, 1920.....	Schedule rates.....	XX 1550
Superstructure of a steel highway swing bridge at Crossing No. 6, over.....	Trent Canal, Bobcaygeon, Ont.....	Dec. 24, 1920.....	Feb. 15, 1921.....	\$13,452 00.....	XXI 417
Construction of a dam on.....	Chambly Canal, St. John's, Que.....	Jan. 3, 1921.....	Mar. 2, 1921.....	\$5,490 00.....	XXI 621
Construction of a triple re-inforced concrete box culvert at mileage 36-4 on.....	Trent Canal, Nassau, Ont.....	Jan. 13, 1921.....	Feb. 2, 1921.....	Schedule rates.....	XXI 621
Erection of a 350-ton, 3-track mechanical coaling plant and wet sand bin, dry sand bin and drier house, complete with all appurtenances.....	Lake Superior Subdivision of the Canadian National Railways, near Ellis, Ont.....	Feb. 2, 1921.....	No contract.....		
Remodelling and erection of three steel bridges on.....	Chaudiere Jet., Que., on Canadian National Railways.....	Feb. 7, 1921.....	Feb. 10, 1921.....	\$40,800 00.....	XXI 417
Certain materials required at.....	Buconche and Albert Subdivision of the Canadian National Railways, N.B., and Port Borden, P.E.I., terminals of the Prince Edward Island Ferry.....	Feb. 7, 1921.....	Feb. 10, 1921.....	Schedule rates.....	XXI 417
Supplying of new pier members and end floor beam connections for one 104 ft. 7 in. pony truss span, including erection of span and removal of existing superstructure.....	Pugwash Subdivision of the Canadian National Railways, N.S.....	Feb. 7, 1921.....	Feb. 10, 1921.....	Schedule rates.....	
Construction of Section 5.....	Welland Canal, Ont.....	Mar. 1, 1921..... Mar. 16, 1921.....	No contract. No contract.....		

FAIR WAGES SCHEDULES prepared for the Department of Marine and Fisheries, 1920-21, showing the name of the locality concerned, etc.

Erection of wooden dwellings.....	Vicinity of Prince Rupert, B.C.....	May 3, 1920.....	July 6, 1920.....		XXI 1041
Erection of re-inforced concrete tower.....	Carmanah, B.C.....	May 27, 1920.....	No contract.....	\$28,644 00.....	
Erection of re-inforced concrete pier.....	Vicinity of Hood Island, Richelieu River, Co. of St. John, Que.....	June 1, 1920.....	No contract.....		
Erection of wooden dwelling.....	Vicinity of Port Cartier, N.B.....	Oct. 9, 1920.....	No contract.....		
Erection of re-inforced concrete tower.....	Carmanah, B.C.....	Jan. 26, 1921.....	No contract.....		
Erection of re-inforced concrete tower, boat-house and slipway.....	Vicinity of Liscomb, N.S.....	Mar. 10, 1921.....	No contract.....		

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FAIR WAGES SCHEDULES prepared for the Department of the Interior, 1920-21, showing the name of the locality concerned, etc.

Certain work.....	Rocky Mountains Park, Banff, Alta.	April 19, 1920....	No contract.....	Day labour.
Certain work.....	Jasper Park, Jasper, Alta.	April 19, 1920....	No contract.....	Day labour.
Certain work.....	Waterton Lakes Park, Waterton, Alta.	April 19, 1920....	No contract.....	Day labour.
Certain work.....	Yoho Park, Field, B.C.	April 19, 1920....	No contract.....	Day labour.
Certain work.....	Glacier Park, Field, B.C.	April 19, 1920....	No contract.....	Day labour.

FAIR WAGES SCHEDULES prepared for the Department of Militia and Defence, 1920-21, showing the name of the locality concerned, etc.

All trades.....	Toronto, Ont.	May 14, 1920....	No contract.....	Day labour.
All trades.....	London, Ont.	June 8, 1920....	No contract.....	Day labour.
Building trades.....	Quebec, P.Q., and Lewis, P. Q.	Oct. 6, 1920....	No contract.....	Day labour.

FAIR WAGES SCHEDULES prepared for the Department of Naval Service, 1920-21, showing the name of the locality concerned, etc.

Drainage works at Radiotelegraph station.....	Sault Ste. Marie, Ont.	Aug. 16, 1920....	Sept. 9, 1920....	.....\$737 50
Certain trades.....	Victoria, B. C.	Oct. 11, 1920....	Oct. 11, 1920....	.....\$206 00
			Oct. 11, 1920....	.....\$250 00
			Oct. 21, 1920....	.....\$324 00 }

FAIR WAGES SCHEDULES prepared for the Department of Indian Affairs, 1920-21, showing the name of the locality concerned, etc.

Certain trades.....	Ottawa and district.....	Oct. 22, 1920....	No contract.
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SCHEDULES BY PROVINCES.—Table showing, by Provinces, the Fair Wages Schedules Prepared, 1920-21.

Department of Government	Nova Scotia	New Brunswick	Quebec	Ontario	Saskatchewan and Alberta	British Columbia	Affecting more than one Province	Total
Public Works.....	3	2	6	6		3		20
Railways and Canals.....	1	1	3	6			1	12
Marine and Fisheries.....	1	1	1			3		6
Interior.....					3	2		5
Militia and Defence.....			1	2				3
Naval Service.....				1		1		2
Indian Affairs.....				1				1
Total.....	5	4	11	16	3	9	1	49

POST OFFICE CONTRACTS.—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1920-21.

Name of Order	Amount of Order
Making metal dating stamps and type and making other hand stamps and brass crown seals.....	\$ 20,447 37
Making rubber stamps, daters, etc.....	3,207 61
Supplying stamping material, pads and ink.....	6,600 02
Making and repairing post office scales.....	20,981 95
Supplying mail bagging and making up new mail bags.....	153,714 68
Supplying mail bag fittings.....	59,861 75
Making and supplying articles of official uniforms, also supplying cloth for official uniforms.....	270,776 81
Supplying letter carriers' satchels.....	9,642 83
Supplying letter boxes and keys, glasses for letter boxes, string cutters, mail clerks' tin boxes, also repairing letter boxes, hampers and motors.....	4,327 40
Supplying motor trucks.....	41,237 87
Making and repairing miscellaneous articles of postal stores.....	85 47
Total.....	\$ 590,883 76

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TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1921.

Complaint received	Locality and public work	Department affected	Subject of investigation	Disposition
April 1, 1920	St. John, N.B. Armoury.	Militia and Defence.	Alleged that the prevailing rates of wages were not being paid to various classes of labour.	Investigation by an officer of the department showed that the claim appeared to be well founded. Assurance was received from the Department of Militia and Defence that an adjustment would be made.
April 6, 1920	Quebec, Que. Immigration Bldg.	Militia and Defence.	Alleged that certain carpenters were being required to work ten hours a day without an extra allowance for overtime.	Investigation by an officer of the department showed that the claim was justified, and recommendations concerning adjustment were made to the Department of Militia and Defence.
April 21, 1920	Quebec, Que. Armoury.	Militia and Defence.	Request for increased wages by tool-room foreman and instructor.	Investigation by an officer of the department showed that the increased rates requested were fair and reasonable, and recommendations were made to the Department of Militia and Defence accordingly.
May 1, 1920	Ottawa, Ont. Royal Mint.	.....	Request from certain employees for increased bonus.	The matter was investigated by an officer of the department who found that the request of the employees in question was warranted, and the Deputy Master of the Mint was advised accordingly.
June 2, 1920	Lindsay, Ont. Dominion Arsenal.	Militia and Defence.	Demand for increased wages from certain of the female employees.	Investigation by an officer of the department showed the demand to be justified, and recommendations were made to the Department of Militia and Defence concerning the matter.
July 8, 1920	Collingwood, Ont. Breakwater.	Public Works.	Alleged that contractors were not paying the prevailing rates of wages to labourers.	Investigation by an officer of the department in the locality showed that the rate paid this class of labour was inadequate and a recommendation was made to the Department of Public Works accordingly.
July 28, 1920	Ottawa, Ont. Parliament Buildings.	Public Works.	Alleged that toolsmiths were not receiving a sufficient rate of wage as compared with that of other classes engaged on this work.	The matter was investigated by an officer of the department and it was found that the claim was not justified.
Aug. 27, 1920	Burlington, Ont. Revetment wall.	Public Works.	Alleged that contractors were not paying the prevailing rate of wages to engineers and that the rates paid other classes were correspondingly low; also that working conditions were unsatisfactory.	An officer of the department visited the locality and it was found upon investigation that the demands and complaints were justified. The matter was referred to the Department of Public Works and advice was later received that increased rates would be granted, and that in some cases these would be made retroactive as circumstances justified.
Sept. 2, 1920 Sept. 18, 1920 Mar. 17, 1921	Welland Canal.	Railways and Canals.	Complaint that wages paid various classes of labour were not those prevailing in the district; also claim from a workman for hospital and medical fees, alleging that his illness had been caused by drinking impure water while working on this contract; further that he had not received the full amount of wages due him. In the spring of 1921 another demand was made by various classes with respect to increased wages and shorter hours.	The complaints with respect to wages and conditions received the attention of the Minister of Labour, the Minister of Railways and Canals and an officer of the Department of Labour, who visited the locality. Investigations showed that in the year 1920 the wages were consistent with those prevailing in the district, but in the spring of 1921 certain revisions were made and various adjustments effected with respect to wages and hours. The workman's claim for medical and hospital fees, also for certain wages, was investigated. Payment was made of the wages found to be due him, but the claim for hospital and medical fees was considered unjustified.
Sept. 11, 1920	Port Arthur, Ont. Breakwater. (Bare Point).	Public Works.	Alleged that contractors had required a brakeman to work excessive hours without payment of the overtime rate.	Investigation showed that the work required of this workman was not that of an experienced trainman and no specific rate had been named for it in the schedule governing the contract; also that the rate paid this workman was one which he had agreed upon when accepting the work.

TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1921—*Con.*

Complaint received	Locality and public work	Department affected	Subject of investigation	Disposition
Oct. 25, 1920	Halifax, N.S. H.M.S. Dockyard.	Naval Service.	Alleged that boilermakers' helpers were not receiving the rate of wages prevailing in the district.	Investigation showed that this claim was not well founded.
Nov. 29, 1920	Ottawa, Ont. Experimental Farm.	Agriculture.	Alleged that four carpenters, employed temporarily, were not being paid the current rate of wages; also that they were being required to work overtime without extra allowance.	This matter was investigated through correspondence with the Department of Agriculture and it was found that these claims were, in part, justified. Settlements were made accordingly.
Dec. 14, 1920 Dec. 15, 1920	Collingwood, Ont. Toronto, Ont. Government work.	Marine.	Alleged that shipbuilding companies in Collingwood and Toronto building ships for the Federal Government were not paying prevailing rates of wages.	Investigation by an officer of the department in these localities indicated that in view of the unemployment situation existing at that time the rates paid were fair and reasonable.
Jan. 6, 1921	London, Ont. Westminster Hospital.	Public Works.	Alleged by certain workmen that they were performing carpentry work but were not receiving the current rate for this class of labour.	Investigation by an officer of the department showed that the claim appeared to be well founded, and the contractors concerned agreed to make adjustments accordingly.
Jan. 14, 1921	Toronto, Ont. Postal Station "A."	Public Works.	Alleged that workmen were required to work excessive hours without being paid the overtime rate.	Investigation by an officer of the department showed that these workmen had agreed to work overtime for the rate at which they were paid, and that the claim, therefore, was not justified.

IV. WORK OF THE DIRECTOR OF COAL OPERATIONS

Mr. W. H. Armstrong, Director of Coal Operations in District Eighteen, United Mine Workers of America, comprising the coal mining area of the Province of Alberta and the eastern part of British Columbia, submits the following report to the Minister:—

Honourable G. D. ROBERTSON,
Minister of Labour,
Ottawa, Ont.

DEAR SIR,—I have the honour to submit herewith my third annual report on the work of the office of the Director of Coal Operations for the fiscal year ending March 31, 1921.

The year as a whole showed less industrial disputes or cessations of work in the coal mining industry of District Eighteen than the previous one. There were at different points in the area thirty-eight strikes which occasioned an estimated loss of 57,582 working days, compared with fifty-eight strikes and a loss of 502,405 working days for the fiscal year ending March 31, 1920. Of the thirty-eight strikes mentioned, no less than thirty-one were caused through the agitation of the One Big Union. Continued efforts were made by that organization to persuade the miners in District Eighteen to violate their agreement with the coal operators, but with little success other than small pit-head strikes. The One Big Union, through their solicitors, attacked in the courts the legality of the Orders in Council empowering the Director of Coal Operations to administer the affairs of District Eighteen. These Orders in Council were, however, finally confirmed by Act of Parliament and the litigation was dropped.

In the period covered by this report, there were forty-three disputes referred to the Director of Coal Operations for adjudication. Of these, eleven were decided in favour of the employer, eight in favour of the employees, seven were compromised, twelve withdrawn, and decisions have not yet been rendered upon the remainder.

The mines worked practically full time during the calendar year 1920, and the output from the district for that period was the highest in its history. Owing to the almost unprecedentedly mild winter of 1921, the demand for fuel for the first three months of that year was much less than that of former years. As a consequence several of the collieries worked only part time. The total production of the mines in District Eighteen for the calendar year 1920 was 7,852,858 tons, being 2,190,128 tons in excess of the year 1919. In another part of this report will be found a comparative statement giving in detail the output.

NEGOTIATIONS FOR NEW AGREEMENT

During the month of April, 1920, a new contract was completed between the employers and employees of the coal mines in the Central Competitive Field of the United States. Following the adoption of that agreement, the miners of District Eighteen, through their representatives, requested a conference with the Western Canada Coal Operators' Association to discuss the question of a new contract. A joint meeting was, therefore, arranged to take place on the 26th of May at Calgary, Alberta, and at which were present representatives of the coal operators and the employees. At that conference the latter submitted the following basic demands for a renewal of the agreement:—

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1. We demand a two years' agreement from April 1, 1920, with provisions for high cost of living investigation as outlined in Section "D" of order No. 1 of the Director of Coal Operations.

2. We demand an increase of 27 per cent on all day wage rates in and around the mines, same to be applied on the 1917 rates of wages, plus 92 cents high cost of living rates.

3. We demand that 50 cents per day be added to all adjusted rates for outside labour working on the three-shift system.

4. That all rates governing boys' wages be eliminated and be substituted by the rates governing "unclassified labour".

5. We demand that 27 per cent be added to all contract tonnage rates, dead work, yardage, and room turning rates; this to be made applicable after first adjusting 92 cents to the contract tonnage.

6. We demand that all adjusted rates be retroactive to December 1, 1919, and that an investigation be made into the cost of living to commence December 1, 1919, up to June 1, 1920, and that the wages be adjusted in line with the provisions of clause "D" of order No. 1 of the Director of Coal Operations, and every four months thereafter.

7. We demand that eight hours constitute a day's work in and around the mines, and we demand a forty-six hour week, with six hours on Saturday with full payment.

8. That the inequalities now existing, also conditions requiring to be adjusted, be considered in joint conference of the operators and miners, with a view to bringing about an amicable settlement.

9. We demand that all coal be paid for on a run of mine basis at the rate of 2,000 pounds per ton.

Following the discussion of the foregoing demands, a joint committee was appointed to consider the question. The operators were represented by Messrs. O. E. S. Whiteside, Chairman, W. F. McNeill, Secretary, Lewis Stockett, John Shanks, Jesse Gouge, Geo. Kellock, B. Caulfield, L. A. Drummond and R. S. Ord. The miners' representatives consisted of Messrs. Frank Wheatley, Chairman, R. McLeod, Secretary, R. Peacock, N. McDonald, G. Billsborough, and Robt. Livett, Mr. John P. White, special representative of President John L. Lewis of the United Mine Workers of America, was also in attendance and rendered valuable assistance in solving the many intricate questions brought before the conference.

In reply to the before-mentioned demands of the miners, the operators submitted the following proposal:—

1. We agree to make contract dated June 1, 1920, to expire March 31, 1922, with provisions for H.C.L. investigation starting four months after date of this agreement as outlined in section "D" of order No. 1 of the Director of Coal Operations, providing the scale of wages and contract rates in force throughout the district on October 31, 1919, shall be made the minimum below which no reduction shall be made during the life of this agreement.

2. We agree to an increase in all day wage rates for men in and around the mines of one dollar (\$1) per day, and an increase of fifty-three cents (53 cents) per day to rates for boys, both increases to apply to the rates contained in the 1917 agreement, leaving the H.C.L. bonus of 92 cents remaining as at present.

3. We cannot agree.

4. We cannot agree.

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5. We agree to an increase to the contract tonnage rates and to mining rates where coal is paid for entirely on the yardage basis of 27 per cent to be made applicable to the 1917 agreement without reference to the 92 cents H.C.L. bonus, provided that the maximum increase to be added under this clause shall not exceed 24 cents per ton in any mine, and we further agree that, in mines where coal is paid for on the tonnage basis, there shall be an increase for dead work, yardage and room turning rates of 20 per cent to be applied in the same manner, leaving the H.C.L. bonus of 92 cents to be applied as per order No. 50 of the Director of Coal Operations.

6. That we cannot agree to the application of the new rates now being negotiated made retroactive in their application. We agree to the appointment of an H. C. L. Commission as outlined in our reply to clause No. 1, but the award of this Commission shall not be retroactive.

7. As all rates for the district are now based on eight hours, we agree that they shall continue to be so, but cannot agree to a forty-six hour week.

8. Unless especially provided in the contracts, all matters mentioned as inequalities are covered by the contract rates, and we cannot agree to make changes which will increase the cost of production over and above that contained in clause 5 of our reply.

9. That all coal be paid for as at present.

10. With respect to added classifications, we ask for further information. Having considered the operators' proposal, the miners submitted the following counter proposition:—

(a) We agree that a new contract be entered into to expire March 31, 1922.

(b) We agree that this contract be retroactive to May 20, 1920, and the retroactive pay be paid in full on or before August 1, 1920.

(c) This contract is made and entered into for the sole use of the members of the United Mine Workers of America and the members of the Western Canada Coal Operators' Association. All men who work in and around the mines who are eligible to become members of the United Mine Workers of America shall join that organization and agree to sign check-off for all dues, assessments and fines, and the management of the mines agree to forward deductions made to the acting secretary of the district or such other persons as that official may designate.

(d) That all day wage rates in effect on October 31, 1919, shall be advanced 27 per cent.

(e) 1. Except in the lignite fields, all contract tonnage rates and contract yardage mining rates in effect on October 31, 1919, be advanced 27 per cent.

2. That the tonnage rates in the lignite fields be advanced 24 cents.

3. All dead work, yardage, room turning rates in effect October 31, 1919, be advanced 20 per cent.

(f) That the application of the H.C.L. 92 cents on contract miner's wages be made by adding the 27 per cent on the 92 cents, or \$1.17 to his wages for each day's work.

(g) That all other matters contained in the demands and counter-proposition of the miners and operators be further considered.

(h) That all other matters contained in the 1917-1919 agreement, unless changed by order of the Director of Coal Operations, shall be placed in this agreement unless mutually agreed by both parties to change.

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(i) That there shall be no H.C.L. Commission during the term of this agreement.

After a prolonged discussion a subcommittee was appointed to submit a joint report to the conference. This committee submitted the following memorandum:—

We, your subcommittee, beg to report and recommend the following as the basis for a joint agreement between the miners and operators of Alberta and Eastern British Columbia:—

(1) A contract be made effective from April 1, 1920, to March 31, 1922.

(2) That the retroactive moneys from April 1 shall be paid on or before August 1, 1920.

(3) This contract is made and entered into for the sole use of the members of the United Mine Workers of America and the members of the Western Canada Coal Operators' Association. All men who work in and around the mines who are eligible to become members of the United Mine Workers of America shall join that organization and agree to sign check-off for all dues, assessments and fines, and the management of the mines agree to forward deductions made to the acting secretary of the district or such other persons as that official may designate.

(4) *a.* That all day wage rates in effect on October 31, 1919, (which shall include the 92 cents war bonus) shall be advanced 27 per cent.

b. Except in lignite fields, all contract tonnage rates and contract yardage mining rates in effect October 31, 1919, be advanced 27 per cent.

c. That the tonnage rates in the lignite fields be advanced 24 cents.

d. That all yardage, room turning and dead work rates in effect October 31, 1919, be advanced 20 per cent.

e. That the application of the H.C.L. 92 cents on contract miner's wages be made by adding the 27 per cent on the 92 cents, or \$1.17 to his wages for each day's work.

f. The 1917-1919 agreement be used as a base, and no change other than above indicated to be made unless the same has been made by order of the Director of Coal Operations or by mutual consent by the two interested parties, except the selling price of explosives supplies and coal.

Signed on behalf of the Western
Canada Coal Operators' Association.

R. S. ORD, *Acting Chairman*,
JOHN SHANKS,
BERNARD CAULFIELD,
GEO. KELLOCK,
GEORGE V. TUPPER,
L. E. DRUMMOND,
LEWIS STOCKETT,
W. F. McNEILL, *Commissioner*.

Signed on behalf of the United Mine
Workers of America, District No. 18.

FRANK WHEATLEY,
WM. HUTCHINSON,
JOHN P. WHITE,
R. LIVETT,
ROBT. BILLSBOROUGH,
ROBT. PEACOCK,
NORMAN McDONALD,
RODY McLEOD, *Secretary*.

The joint conference having adopted the foregoing memorandum, a referendum was submitted to the miners of District 18, on June 22, which resulted as follows:—

For the agreement.	2,738
Against the agreement.	971
Majority in favour of the agreement	1,767

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Following the ratification of the basic agreement by the miners of District Eighteen, a joint conference was held at Calgary to arrange the details of the contract. There were present F. W. McNeill, Lewis Stockett, and George Tupper, representing the operators, and F. Wheatley, Rod McLeod, and Norman McDonald, representing the employees. The joint committee continued in session until the 20th of July, when the contract was completed.

ACTIVITIES OF ONE BIG UNION MEN

Following the signing of the agreement between the United Mine Workers of America and the Western Canada Coal Operators' Association, the One Big Union became quite active. Persistent attempts were made to persuade the employees of different mines to repudiate the contract and cease work. A special convention of District Number One, Mining Department of the One Big Union, was held at Calgary on September 10th and 11th. Resolutions were passed recommending the miners to disavow the agreement. As a result of these efforts pit-head strikes occurred at several of the mines throughout the district.

A mass meeting of miners of the Drumheller area was held on September 21 and the following resolution was passed:—

“Whereas general dissatisfaction exists among the miners of this district owing to the enforcement of the United Mine Workers of America check-off and the existence of an agreement which does not represent the miners,

“Therefore be it resolved that we demand the removal of the United Mine Workers of America check-off and the opening up of negotiations for a new agreement not later than October 1, 1920. Failing compliance with these demands the miners of this district will take such action as may be deemed necessary to enforce these demands.”

The foregoing resolution was endorsed by mass meetings of miners held at Wayne, Rosedale and Nacmine, all of which are in the same area. The men at the different collieries finally resumed work, notwithstanding the efforts of the O.B.U. to prolong the strike.

WAGE RATES AGAIN IN QUESTION

On the 23rd September, the United Mine Workers of America sent the following communication to the Commissioner of the Western Canada Coal Operators' Association:—

UNITED MINE WORKERS OF AMERICA,

P.O. Box 1844,

CALGARY, Alta., September 23, 1920.

Mr. W. F. McNEILL, Commissioner,
The Western Canada Coal Operators' Association,
1015 Herald Building, City.

DEAR SIR,—The present Joint Agreement between the Western Canada Coal Operators' Association and District Eighteen, U.M.W. of A., was based on the settlement made in what is known as the Central Competitive Field of the United States, which took effect April 1 this year. Since this settlement was made, the day and monthly men in the Central Competitive Field have received an advance in wages. We feel that the day men, boys, and monthly men in District Eighteen, U.M.W. of A., are entitled to the same increase in wages that was granted by the operators in the Central Competitive Field.

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We, the undersigned, representatives of District Eighteen, U.M.W. of A., therefore request a Joint Conference between the representatives of the Western Canada Coal Operators' Association and the representatives of the United Mine Workers of America, District Eighteen, at as early a date as possible, to consider this request for an increase in wages for day men, boys, and monthly men covered by the present joint agreement.

Awaiting your early reply, we are,

Yours truly,

R. LIVETT,

JAS MOONEY.

International Commission, U.M.W. of A.

To this letter the following reply was sent:—

WESTERN CANADA COAL OPERATORS' ASSOCIATION,

CALGARY, Alta., September 24, 1920.

R. LIVETT,

JAS. MOONEY,

International Commission, U.M.W. of A., Dist. 18,

Calgary, Alta.

GENTLEMEN,—Your letter of September 23, 1920, was considered at an executive meeting of the association held yesterday, the 23rd, and I was instructed to advise you that the matter contained therein will be referred to the next full meeting of the association.

I might say that the executive committee thought it advisable to have fuller representation present to deal with this matter.

Yours truly,

W. F. MCNEILL,

Secretary.

A meeting of the Operators' Association was held on October 4 to consider the miners' request of September 23, and the following reply was sent:—

October 6, 1920.

ROBERT LIVETT,

JAMES MOONEY,

International Commission, District No. 18,

U.M.W. of A.

GENTLEMEN,—With further reference to your letter of September 23, 1920, and our reply thereto—

I beg to advise you that, after hearing your presentation this morning, this association took the whole matter under consideration. They are of the opinion that, before they can meet you to discuss this matter further, it will be necessary for the men who are now on strike contrary to the specific terms of the agreement recently arrived at to return to work. When this is an accomplished fact the association are prepared to meet you to consider your request.

Yours truly,

W. F. MCNEILL,

Commissioner.

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To this the mine workers sent the following reply:—

CALGARY, October 16, 1920.

Mr. W. F. McNEILL, Commissioner,
The Western Canada Coal Operators' Association,
1015 Herald Building,
Calgary, Alta.

DEAR SIR,—With further reference to your communication of the 6th instant, wherein you notify me of the action of your association in regard to our application for the reopening of the contract to discuss the granting of an increase to the company men of this district based on the settlement made in the Central Competitive Field of the United States. In your reply dated October 6, you pointed out that your association did not feel like granting our request until all the miners who are out contrary to the agreement had returned to work. On information that I have received, all mines are working and will have full crews by the 19th of October, and, therefore, I would ask that you call the operators together at the earliest opportunity to further discuss our request, and, knowing that Mr. Armstrong, Director of Coal Operations, is in town, I have taken the liberty of forwarding a copy of this letter to him.

Yours very truly,

R. LIVETT,
JAMES MOONEY,
*International Commission,
United Mine Workers of America.*

The operators held a further conference on the 21st of October, at which the following resolution was passed:—

Whereas an agreement was entered into between the Western Canada Coal Operators' Association and the U.M.W. of A., which fixed wages and working conditions in District No. 18 from April 1, 1920, until April 1, 1922;

And whereas, during the interim between the making of said agreement and the present time, there have arisen conditions which influence us to pay an additional \$1.15 per day to day men and a pro rata additional to boys;

Be it therefore resolved that such additional payment be granted if, as, and when, and from the date adequate compensation in an increase in the selling price of coal is granted by the Director of Coal Operations to the coal operators.

A copy of the foregoing resolution was handed to the Director of Coal Operations, who agreed to the granting of a further increase in the selling prices of fuel, provided the operators decided to grant the men an advance in wages. On the 23rd the following letter was dispatched to the United Mine Workers by the Secretary of the Western Canada Coal Operators' Association:—

October 23, 1920,

R. LIVETT,
JAS. MOONEY,
International Commission, U.M.W. of A., District No. 18,
Calgary, Alta.

GENTLEMEN,—Referring to your letter of October 16, 1920, we beg to advise that this association, after careful consideration of the matter at issue, has decided as follows:—

(1) That we will pay an additional \$1.15 per day to day men.

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(2) That we will pay an additional 54 cents, 61 cents, 70 cents, \$1.01, respectively, to the boy rates of \$2.97, \$3.40, \$3.87, \$5.58.

This additional pay to become effective as of Monday, October 25, 1920.

Yours truly,

W. F. McNEILL,
Secretary.

Western Canada Coal Operator' Association.

On the 25th a joint conference was held between representatives of the operators and the miners at which the following resolution was adopted:—

RESOLUTION

(1) That an additional be given of \$2.50 per day to day men over that paid October 31, 1919. Including 92 cents war bonus.

(2) That an additional be given boys equal to that given in the Competitive Field since October 31, 1919. Including 92 cents war bonus.

The same to date from the signing of the above.

Dated at Calgary, Alta., October 25, 1919.

ACCEPTED

On behalf of District 18,
United Mine Workers of America,
R. LIVETT,
JAS. MOONEY,
Commissioners.

Western Canada Coal
Operators' Association,
JOHN SHANKS,
Vice-President.
W. F. McNEILL,
Secretary.

(The report of the director here sets forth a statement showing the day wage rates before and after the increases were granted.)

PRICE OF COAL INCREASED

Following the granting of the foregoing increases, the Director of Coal Operations authorized the following advances in the selling prices of fuel f.o.b. the mines, from October 1, 1920:—

Coke.....	\$1 00 per ton.
Anthracite.....	85 "
Bituminous.....	60 "
Lignite (Drumheller).....	60 "
Lignite (Lethbridge).....	65 "

When the foregoing advances were authorized, it was decided, in the interests of the consuming public, that an official audit should be conducted of some of the principal mines to ascertain if there was an excess charge in the selling prices of fuel. As a consequence the services of Mr. David S. Kerr, C. A., of Montreal, were secured for this purpose. After making a thorough audit of mines in various parts of the district, he decided that the prices charged for fuel were fair and equitable.

QUESTION OF DIRECTORSHIP

As the legislation regarding the appointment and jurisdiction of the Director of Coal Operations expires with the present session of Parliament, it was deemed advisable to notify the Western Canada Coal Operators' Association and the United Mine Workers of America to the foregoing effect. The following communication was therefore sent to the secretaries of the organizations concerned:—

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CALGARY, ALTA., January 13, 1921.

DEAR SIR,—The present legislation regarding the appointment and jurisdiction of the Director of Coal Operations will expire at the end of the next session of Parliament, which will probably be some time during the month of May. I am advised by the Minister of Labour that it is not the intention of the Government to renew this legislation.

In view of the foregoing I deem it advisable to notify your association of these facts, in order that you may discuss the same at your annual meeting which I understand will take place to-morrow.

I take this occasion to express my very high appreciation of the assistance and loyal support rendered by the officers and members of your association at all times during my term of office.

Yours faithfully,

W. H. ARMSTRONG,

Director of Coal Operations.

The Secretary of the Western Canada Coal Operators' Association replied as follows:—

CALGARY, ALTA., January 14, 1921.

W. H. ARMSTRONG, ESQ.,

Director of Coal Operations,

121 8th Avenue West,

Calgary, Alta.

DEAR SIR,—On behalf of the Western Canada Coal Operators' Association, I desire to acknowledge receipt of your letter of January 13, advising that it is not the intention of the Dominion Government to renew, after the end of the next session, the legislation covering your appointment and jurisdiction as Director of Coal Operations.

During your tenure of office the country and the coal mining industry have passed through the most critical period in the history of either. Arising out of the unprecedented conditions due to the European War, countless problems presented themselves, calling for all the sagacity, patriotism and fairness that those interested in them were capable of bringing to their solution. By no other means could the industry have carried on.

I am instructed by the association, on its behalf and on behalf of each and every member of it, to say that the fact that the industry has carried on with a minimum of interruption during that critical period, that its problems have been met and solved in a spirit of fairness and justice to all concerned, and that it is to-day on a sounder basis than probably ever before in its history, with a confident outlook on the future, is due in very considerable measure to your uniform kindness, co-operation and guidance during your term of office, and that the association and its members view with regret the discontinuance of your office and the duties thereof.

The association further wishes to go on record as hoping that these duties will be continued at least until the end of May, 1921, or until such other date as the close of the next session of the Dominion Legislature automatically brings them to an end, and that in such matters as may come up in the meantime the association may continue to have the benefit of the co-operation which you have extended to it in the past.

Expressing, in conclusion, the thanks of the association, I am,

Yours faithfully,

W. F. McNEILL,

Secretary.

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The following communication appertaining to this matter was forwarded to the Minister of Labour by the officers of the United Mine Workers:—

CALGARY, ALTA., January 24, 1921.

HONOURABLE SIR,—We are in receipt of a communication from Mr. W. H. Armstrong, Director of Coal Operations, drawing our attention to the fact that he has been requested by you to advise us that it is not the intention of the Government to renew the legislation concerning his office. It is with much concern that we read this communication, realizing as we do the excellent work that has been accomplished by Mr. Armstrong and his assistants.

After carefully considering all phases of the past and present situations of the mining industry, we are of the opinion that it would be an error not to renew and keep in operation the above mentioned commission. You are aware that there has been in the past few years much discontent in the labour world and especially in the coal mining industry of this district. Through the able assistance rendered by the coal director's office to both the operators and the employees throughout Alberta and south-eastern British Columbia, the mines have been able to produce one million more tons of coal in the year 1920 than in any previous year. When the Commission was appointed it was for the purpose of meeting a critical situation existing at that time, and we are of the opinion that, in the not far distant future, conditions will arise which will need just as able statesmanship to negotiate the obstacles with which we shall be confronted.

In view of the fact that the Director of Coal Operations is the accepted chairman during his term of office in the settlement of disputes which may arise out of our contract, if this commission is abolished it may have a serious effect upon the present working agreement now existing between the operators and the employees in District Eighteen.

We believe that it would be to the best interests of the coal mining industry and the general public if the office of the Director of Coal Operations were continued at least until the expiration of the present agreement, which is March 31, 1922. We respectfully suggest for your consideration that the Government would seriously consider the foregoing request.

We have the honour to be, sir,

Yours very truly,

ROBERT LIVETT,

JAMES MOONEY,

Int. Commission, U. M. W. of A.

A deputation from the Western Canada Coal Operators' Association proceeded to Ottawa and interviewed the Minister of Labour, on the 4th of February, with regard to the continuance of the position of Director of Coal Operations. Senator Robertson promised careful consideration of the request and an early reply. At the present time the question is understood to be receiving the serious thought of the Government.

COAL PRODUCTION DURING 1919 AND 1920

Appended herewith is a comparative statement of the production of coal in District Eighteen for the years 1919 and 1920:—

Output for South Eastern British Columbia, 1919.. . . .	640,318 tons.
Output for Alberta, 1919.. . . .	5,022,412 "
Total output for 1919.. . . .	5,662,730 "

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Output for South Eastern British Columbia, 1920.. . . .	943,935 tons.
Output for Alberta, 1920.. . . .	6,908,923 "
Total output for 1920.. . . .	7,852,858 "
Increased output for 1920 over 1919.. . . .	2,190,128 tons.

Attached to this report are comparative statements of rates of wages paid in District Eighteen and other mining centres which are adjacent to or in competition with this area. Statistics have also been prepared showing the number of employees working at the principal mines in the district and the coal production in the area concerned. (These statements are not here reproduced.)

I have the honour to be, sir,

Your obedient servant,

W. H. ARMSTRONG,

(per F. E. HARRISON)

Director of Coal Operations.

CALGARY, ALBERTA,
September 5, 1921.

V. RECORD OF STRIKES FOR THE YEAR

During the year 1920 there was reduced strike activity in Canada and a consequent reduction in time loss. In fact, the time loss due to strikes was practically back to the average of the past twenty years.

Elsewhere in this report, the proceedings taken during the year under the Industrial Disputes Investigation Act, 1907, and, also, the conciliation work of the department, are set forth. However, the disputes so dealt with in the other chapters on conciliation are disputes which did not always develop into strikes, some because of the operations of the Industrial Disputes Investigation Act, and others because strikes were arrested by efforts of the department. There remains a considerable number of strikes, most of them of secondary importance, which come before the department chiefly from the statistical point of view.

As readers of these reports are aware, the Department of Labour was established in 1900 and began at that time a record of strikes and lockouts, a record which in process of time has become of considerable value for the purposes of industrial history. The information gathered on the subject is printed from month to month in the pages of the *Labour Gazette* and summarized in the form of an annual statement for the calendar year, which also is printed in the *Labour Gazette*. The figures are given for the calendar rather than the fiscal year, because in this form they become more easily comparable with statistics on the same subject gathered in other countries, which also as a rule use the calendar year. The figures printed are inclusive of all strikes which come to the knowledge of the department, and the methods taken to secure information practically preclude probability of omissions of a serious nature. So far as concerns figures given with respect to duration of strikes, numbers of employees concerned, etc., it is impossible always to secure exact information, but the estimate made in such cases is a careful approximation based on the experience of the officers who have become skilled in these matters.

The record of the department includes lockouts not less than strikes, but a lockout, or an industrial condition which is clearly a lockout, is rarely encountered in Canada.

There were 285 strikes and lockouts in Canada during the calendar year. Of this number, fourteen were carried over from 1919, making a net total of 272 strikes commencing in 1920. The number of employees involved in the 285 disputes was 52,150, and the number of employers was 1,272. The total time loss was estimated at 886,754 working days. This is ascertained by multiplying the number of men directly affected through a strike or lockout by the number of working days they are so affected during the time the firm or establishment is involved.

A strike or lockout, counted as such by the Department of Labour, is a cessation of work involving six or more employees and of not less than forty-eight hours' duration. Unless a dispute corresponds to this definition it is not classified as a strike or lockout, and is not included in the officially published statistics, although, for departmental purposes, it is recorded. There were 47 of these disputes, involving 4,759 employees and a time loss of 4,507 working days, during 1920.

There were several prominent strikes which contributed largely to the total time loss. Among these were: A strike of shipyard employees at Halifax from June 1 to August 11, involving 2,000 employees and a time loss of 104,000 working days; a strike of power development employees, engaged on the Chippawa canal project, from June 19 to July 12, involving 2,000 employees and a time loss of 36,000 working days; a strike and lockout of steamfitters, metal workers and machinists at Montreal, from August 13 to August 31, involving 3,000 employees and a time loss of 48,000 working

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days; and a strike of miners in the Alberta coal fields from October 5 to October 19, involving 3,402 employees and a time loss of 38,075 working days.

In about 3 per cent of the strikes, 1,000 or more employees were involved, and in about 60 per cent of the strikes less than 100 employees were involved. As to duration, 46 per cent of the strikes were in existence for 10 days and under; about 57 per cent were under 15 days' duration, and about 22 per cent were over 30 days' duration. Four were unterminated at the end of the year.

Classified by provinces, Ontario had more strikes than any other province, with 35.8 per cent of the total. Quebec was second with 18.6 per cent and British Columbia third with 18.2 per cent. Ontario also had the greatest time loss, 228,992 working days, or nearly 26 per cent of the total, having been lost through strikes in this province. Quebec had the next largest number in this respect also, with a loss of 221,328 working days, or 25 per cent of the total.

The class of industry most affected during 1920 was metals, machinery and conveyances, in which there were 65 strikes, involving 13,250 employees and a time loss of 349,295 working days. Forty-five strikes, involving 11,790 employees and a time loss of 165,509 working days, occurred in the mines, smelters, quarries and clay products group. Thirty-four strikes involving 4,840 employees and a time loss of 72,878 working days, occurred in the building and construction group. Thirty-three strikes, involving 3,852 employees and a time loss of 79,054 working days, occurred in the lumbering industry.

Classified by causes, 205 of the 285 strikes recorded involved wages. Of this number, 134 were solely for increased wages, 40 for increased wages and shorter hours, 24 for increased wages and other changes, and 7 were because of a reduction in wages. Twenty-one strikes involved union recognition or were in protest against non-union labour, and 22 strikes were in protest against discharge of employees.

The record shows that 125 of the strikes terminated in favour of employers and 66 in favour of the employees; 69 were compromise settlements, while 25 were indefinite or unterminated.

As regards methods of settlement, 116 strikes terminated as a result of direct negotiations between the parties in dispute, 42 terminated through the efforts of conciliation or mediation (almost entirely of the Department of Labour), 4 by arbitration and 7 by the operation of the Industrial Disputes Investigation Act. In 57 strikes the employees resumed work on their employers' terms, and in 36 strikes the strikers were replaced by other workers.

There were several disputes—notably those of moulders at Hamilton, Preston and Gollingwood, painters at Windsor, machinists at St. John, engineers at Hamilton and plumbers and steamfitters at Vancouver—which the unions concerned still regarded as unterminated at the end of the year, but in which conditions were no longer affected or which ceased to come under the department's definition of a strike.

The accompanying tables give in statistical form particulars of the trade disputes in Canada during 1920, with a summary of the record for the past twenty years.

The record printed hereunder shows the number of strikes and lockouts year by year for the period of 1901-1920. The record reached its highest level for the year 1919, principally because of the Winnipeg general strike, beginning in May. The figures for 1919 were almost twice those of the year which stands next in the list as to time losses on account of strikes, those, namely, for 1911, when the high number had been occasioned by a prolonged strike of coal miners in Western Canada.

The lightest year in the record both as to the number of strikes and time losses is 1915, the second year of the war. It may be added that the calendar year 1921 indicates less strike activity than during the same period of last year. In 1920, to June 30, the figures were: number of disputes, 195; number of employers involved,

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746; number of employees affected, 35,005; time loss in working days, 523,526. In 1921, during the same interval, the figures are: number of strikes, 121; number of employers involved, 452; number of employees affected, 16,363; number of working days lost, 499,875.

Following is the record of strikes and lockouts by years for the period 1901-20:—

Year	Number of Disputes		Disputes in existence in the year		
	In existence in the year	Beginning in the year	Employers involved	Employees involved	Time loss in working days
1901.....	104	104	273	28,086	632,311
1902.....	121	121	420	12,264	120,940
1903.....	146	146	927	50,041	1,226,500
1904.....	99	99	575	16,482	265,004
1905.....	89	88	457	12,223	217,244
1906.....	141	141	1,015	26,050	359,797
1907.....	149	144	825	36,624	621,962
1908.....	68	65	175	25,293	708,285
1909.....	69	69	397	17,332	871,845
1910.....	84	82	1,335	21,280	718,635
1911.....	99	96	475	30,094	2,046,650
1912.....	150	148	989	40,511	1,099,208
1913.....	113	106	1,015	39,536	1,287,678
1914.....	44	40	205	8,678	430,054
1915.....	43	38	96	9,140	106,149
1916.....	75	74	271	21,157	208,277
1917.....	148	141	714	48,329	1,134,970
1918.....	196	191	766	68,489	763,241
1919.....	298	290	1,913	138,988	3,942,189
1920.....	285	272	1,272	52,150	886,754
Total.....	2,521	2,455	14,095	702,747	17,647,793

VI. LABOUR GAZETTE

The *Labour Gazette* has been published monthly in both the English and the French language. Various supplements on important questions have also been published during the year. In addition to being the official record of proceedings under the Industrial Disputes Investigation Act, 1907, the *Labour Gazette* prints either complete or summarized reports of proceedings of official commissions and of international and other important conferences held in this and other countries, that bear on industrial matters. The *Labour Gazette* also collects and compiles in condensed form information upon industrial disputes and agreements, fluctuations in employment, changes in wages and hours of labour, the course of wholesale and retail prices in Canada and other countries, fatal industrial accidents, apprenticeship, technical education, and other matters. In order that such information with respect to Canada shall be as complete as possible, the department maintains correspondents in some sixty industrial centres in the Dominion. New legislation enacted by the Federal and Provincial Parliaments bearing upon wages and hours of labour, workmen's compensation, minimum wages for women, and upon industry generally, is recorded in the *Labour Gazette*; and condensed reports are given of legal proceedings and decisions affecting labour.

In the preparation of Volume XX of the *Labour Gazette*, which covers the calendar year 1920, great care has been taken to present the material in as concise a form as possible, in order both to facilitate the work of reference and to effect economy in the matter of space.

The *Labour Gazette*, being an official publication, and the matter appearing therein being largely of a specialized nature, its contents become frequently a matter of quotation. Credit to the *Labour Gazette* is usually given where the publication quoting is of recognized standing, and the journals named below are among those which, during the year, reprinted, in whole or in part, original articles appearing in the *Labour Gazette*. The following list is by no means inclusive, and does not of course include ordinary references to the monthly statistical articles on employment, prices, etc.:—International Labour Review, International Labour Office—Daily Intelligence, British Labour Gazette, Labour Overseas, United States Monthly Labour Review, Bloomfield's Labour Digest, Queensland Industrial Gazette, Economic World, Industrial League and Council Journal, Industrial News Survey, Canadian Mining Journal, Canada Lumberman, Canadian Railroader, Personnel, Christian Guardian, Canadian Forum, Montreal Gazette, Montreal Herald, Toronto Mail and Empire, Toronto Star, Ottawa Citizen, Ottawa Journal, Winnipeg Tribune, Edmonton Journal, Halifax Chronicle, Halifax Herald, Hamilton Spectator, Maritime Record, Port Arthur Chronicle.

VII. STATISTICS OF PRICES AND WAGES

During the year the statistical work carried on in the department with respect to prices and wages was marked by considerable development along the lines followed since 1910, looking to the calculation of index numbers to show fluctuations in the cost of living and in wages, corresponding to the index number of wholesale prices in Canada, first issued in 1910, and continued from month to month in the *Labour Gazette*. The issue of the *Labour Gazette* for March, 1921, contained a statement of the results of preliminary calculations made from the data then at hand, suitable for this purpose, and pending the completion of the collection of the data for more comprehensive index numbers.

With respect to prices statistics, the feature of the work of the year was the beginning of the publication on a greatly extended basis of the retail prices of foods, this being possible as a result of the arrangements made during 1919 and 1920 under the Statistics Act with the Dominion Bureau of Statistics for the collection and compilation of statistics of prices. The publication of figures on the new basis began in the *Labour Gazette* issue for February, 1921, the statistics being for the beginning of January. For each locality in Canada with a population of approximately 10,000 or over, the Bureau of Statistics, at the beginning of each month, secures, from a number of representative grocers and butchers, reports showing the selling prices of over one hundred staple groceries and foods. Care is taken that the dealers selected are reasonably representative of those from whom workingmen buy their food supplies. The local resident correspondents of the *Labour Gazette* also secure reports from dealers in food. The averages of the prices so reported for the various commodities for each city are calculated. From 1910 to 1920, inclusive, the statistics of retail food prices published in the *Labour Gazette* were the figures reported by the *Labour Gazette* correspondents, who naturally were unable to secure and compile statistics from a large number of dealers. The difficulty of selecting one or two butchers and grocers whose prices might be regarded as representative of those paid by workingmen has been found very great, the suitability of a particular dealer being usually a matter of personal opinion. The desirability of publishing the averages of prices for a fairly large number of dealers is therefore evident. The Dominion Bureau of Statistics was established by the Statistics Act, 1918, the Dominion Statistician being Mr. R. H. Coats, Associate Editor of the *Labour Gazette* from 1902 to 1915 and the officer in charge of the statistics of the department during that period. Arrangements were, therefore, made to use the authority and facilities of the new Bureau for the development of prices statistics on a broader basis. It will, of course, be remembered that the Bureau of Statistics is administered under the authority of the Minister of Trade and Commerce, but there has been a cordial co-operation between the two departments with respect to these matters.

With respect to fuel and light, as in the past, the prices for coal, wood, and coal oil published are those reported by the *Labour Gazette* correspondents, but steps have been taken to secure these figures through the Bureau of Statistics and also to secure statistics as to rates for gas, electricity, etc.

In regard to rentals, as since 1910, the prevailing rates for six-roomed workingmen's houses reported by the *Labour Gazette* correspondents each month are published. An extensive survey of rental conditions, begun in 1919, has been continued, and supplementary information needed from time to time has been secured by the departmental correspondents from real estate agents, etc. Since 1919 statistics as to the current rent for a large number of houses of various sizes have been secured in the spring and autumn in the various cities, the number of houses included varying

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from approximately one hundred in the smaller cities to over one thousand in the larger. The maintenance of these records up-to-date will furnish a broad basis for statistics as to house rents.

The statistical branch has also proceeded with the collection of information as to the retail prices of clothing, boots, and other items of expenditure for families, merchants being good enough to compile and forward many particulars from time to time.

As in previous years, the statistics of retail prices and cost of living have been in considerable demand in connection with changes in wages, employers and employees having agreed, in many cases, to adjust wage rates according to the changes in the cost of living as shown by the departmental records and by the figures published in the *Labour Gazette*.

The coal mining district of Vancouver Island has continued the arrangement made at the end of 1918 whereby the changes in the cost of living every three months are ascertained by a commission and a corresponding change in wages is calculated. Such adjustments in wages are in the nature of a flat increase (or decrease) for all classes of employees, including the clerical and office staffs. The following adjustments were recommended and made during the fiscal year: May, 1920, an increase of 34½-36 cents per day; August 1, 1920, an increase of 11-11½ cents per day; November 1, 1920, an increase of 5¼-6 cents per day; February 1, 1921, a decrease of 40¼-42¼ cents per day. The lower of the two rates is for mines where the base rate was \$3 per day and the higher where the base rate was \$3.15 per day. The commission consists of Mr. John McAllister, representing the miners; Mr. Tully Boyce, representing the operators; and Mr. D. T. Bulger, Fair Wages Officer of the Department of Labour, chairman.

The statistics as to changes in prices and in the cost of living in other countries have also proved to be of great interest and, owing to the fact that nearly every commercial country in the world compiles and publishes official statistics of prices, a considerable development of this feature of the statistical work of the department has been necessary. Statistics of wholesale prices have also been in great demand, more particularly because of the light thrown by them on the changes in industrial and trade conditions so pronounced in recent months.

In wage statistics the records of the rates of wages and of hours of labour for the important trades in the various industries have been brought up to date and the scope of the work has been considerably enlarged. Statistics are now secured regularly from a large number of employers, from labour unions, and also through the departmental activities in connection with fair wages, industrial disputes, conciliation boards, the Employment Service, etc. Arrangements have been made whereby compilations of the rates of wages at which vacancies are filled by the various employment offices throughout the Dominion are made and forwarded.

In connection with statistics of wages, the collection, fying, and analysis of industrial agreements for the department is carried on, and during the past year it has been possible to secure and summarize for publication in the *Labour Gazette* a very large number of such agreements, as well as of schedules of rates of wages, hours of labour, and other working conditions. Such agreements entered into or schedules adopted or put in force by governmental authorities, as well as those of individual or corporate employers, have been included.

The department also undertook to secure for the Civil Service Commission information as to rates of wages, hours of labour, and other working conditions in certain centres for those classes of employees paid by the Government according to the rates prevailing locally. The initial inquiry was conducted chiefly by the Fair Wages Officers of the department, assisted by other members of the staff, and in some cases by the *Labour Gazette* correspondents. Arrangements have been made to keep the information up to date in connection with the regular statistical records by means of returns from employers, trade unions, etc.

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As mentioned in the first paragraph, the department issued its first publication on wage statistics as a supplement to the issue of the *Labour Gazette* for March, 1921, the bulletin giving the rates of wages and hours of labour per week for some twenty-one classes of labour from 1901 to 1920 in thirteen of the most important industrial centres in Canada. The classes of labour included were: building trades—bricklayers, carpenters, electrical workers, painters, plumbers, stonecutters, and builders' labourers; metal trades—blacksmiths, boilermakers, iron moulders, machinists, and sheet metal workers; printing trades—compositors, hand, in newspaper offices, and pressmen, cylinder, in job offices; electric street railways—conductors and motormen; steam railways—conductors, brakemen, engineers, and firemen, all on freight trains, telegraphers and section men. The cities included were Halifax, St. John, Quebec, Montreal, Ottawa, Toronto, Hamilton, Winnipeg, Regina, Calgary, Edmonton, Vancouver, and Victoria.

From the figures thus compiled index numbers were calculated, taking the year 1913 as the base; that is, making rates of that year equal to 100 and calculating the percentage levels above and below shown by rates for the various classes in the cities included. From these were made index numbers for trades and cities and averages for each group and for all twenty-one trades in order to show approximately the average changes in weekly and hourly rates. The bulletin also gave in a supplementary table a number of sample rates from year to year for several classes of labour obtained from particular factories of various kinds and from firms in the lumbering industry. Of these samples thirty-five were for common labour in factories, and seventy-two for trades in textile, furniture, carriage, harness and saddlery, boots and shoes, tobacco, meat packing, and pulp and paper manufacturing establishments. In lumbering and saw-milling only fifteen samples were given, six of which were for fresh operations and nine for saw-milling. Index numbers were calculated also from these figures in the same way as for the twenty-one classes in the thirteen cities.

The accompanying tables give in summary form the results of these calculations. These figures indicate that by 1920 hourly rates for some classes of labour had risen to levels somewhat more than 100 per cent above 1913 rates, but that for the same classes weekly rates were hardly 100 per cent higher than in 1913, the difference being due to decreases in hours worked per week.

INDEX NUMBERS OF RATES OF WAGES FOR 21 CLASSES IN 13 CITIES OF CANADA, 1901-1920
Rates in 1913=100

Year	Building Trades 7 Classes		Metal Trades 5 Classes		Printing Trades 2 Classes		Street Railways 1 Class		Steam Railways 6 Classes	Average for 21 Classes	
	Weekly rates	Hourly rates	Weekly rates	Hourly rates	Weekly rates	Hourly rates	Weekly rates	Hourly rates	*Rates	Weekly rates	†Hourly rates
1901.....	69.3	60.3	72.8	68.6	66.6	60.0	65.7	64.0	70.8	69.8	64.9
1902.....	73.2	64.2	74.2	70.2	68.3	61.6	70.0	68.0	73.6	72.7	67.8
1903.....	74.6	67.4	76.2	73.3	69.0	62.6	72.1	71.1	76.7	74.2	70.7
1904.....	76.3	69.7	78.9	75.9	72.3	66.1	74.0	73.1	78.6	76.4	73.1
1905.....	78.6	73.0	81.3	78.6	74.2	68.5	74.4	73.5	78.9	78.6	75.3
1906.....	81.7	76.9	82.4	79.8	75.8	72.2	76.7	75.7	80.2	80.8	77.9
1907.....	84.8	80.2	85.0	82.4	79.3	78.4	82.2	81.4	85.5	83.9	81.9
1908.....	85.9	81.5	87.3	84.7	81.5	80.5	82.5	81.8	86.7	85.5	83.3
1909.....	87.3	83.1	88.6	86.2	83.8	83.4	81.5	81.1	86.7	86.9	84.5
1910.....	90.0	86.9	89.5	88.8	88.2	87.8	86.5	85.7	91.2	89.4	88.4
1911.....	92.6	90.2	92.2	91.0	91.8	91.6	88.1	88.1	96.4	92.1	91.2
1912.....	97.4	96.0	95.9	95.3	96.0	96.0	92.3	92.3	98.3	96.4	96.2
1913.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1914.....	100.3	100.8	100.4	100.5	102.4	102.4	100.6	101.0	101.7	100.6	101.1
1915.....	100.5	101.5	101.2	101.5	103.6	103.6	97.4	97.8	101.7	101.0	101.6
1916.....	101.5	102.4	110.4	106.9	105.8	105.8	102.5	102.8	104.9	110.3	105.2
1917.....	108.8	109.9	124.0	128.0	111.3	111.3	115.1	114.6	110.1	114.5	114.8
1918.....	123.8	125.9	146.7	155.2	123.7	123.7	130.3	142.9	133.2	131.6	135.1
1919.....	142.9	148.2	165.3	180.1	145.5	145.9	160.5	163.3	154.2	151.0	158.0
1920.....	171.9	180.9	189.3	209.4	181.7	184.0	179.1	194.2	186.6	179.3	190.3

*Per mile, day, etc.

†Includes index numbers of mileage rates, etc., on steam railways.

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SUPPLEMENTARY INDEX NUMBERS OF SAMPLE RATES OF WAGES FOR COMMON LABOUR IN FACTORIES, MISCELLANEOUS FACTORY TRADES, AND LUMBER INDUSTRY: 1911-1920.

Rates in 1913=100

Year	Common Labour in Factories: 35 Samples		Miscellaneous Factory Trades: 72 Samples		Lumbering: 15 Samples	
	Hourly rates	Weekly rates	Hourly rates	Weekly rates	Hourly rates	Weekly rates
1911.....	94.9	99.8	95.4	94.9	96.3	96.3
1912.....	98.1	98.9	97.1	99.3	98.8	98.8
1913.....	100.0	100.0	100.0	100.0	100.0	100.0
1914.....	101.0	100.3	103.2	102.9	94.7	94.7
1915.....	101.0	100.0	106.2	105.8	89.1	89.0
1916.....	110.4	108.3	115.1	114.3	109.5	109.5
1917.....	129.2	126.6	128.0	126.7	130.2	130.3
1918.....	152.3	145.6	146.8	142.6	150.5	149.6
1919.....	180.2	167.9	180.2	164.5	169.8	165.3
1920.....	215.3	198.3	216.8	192.9	202.7	191.4

It appears that in the unskilled and semi-skilled classes the increases in rates of wages since 1913 were usually about 100 per cent, while in the skilled trades the increases averaged about 80 per cent.

It is interesting to compare these wage figures with the statements printed also in the March issue of the *Labour Gazette*, with respect to increases in the cost of living, from which the accompanying table and descriptive note are reproduced.

The information thus collected would indicate that wages hardly kept pace in the average with increases in the cost of living; hourly rates, however, showed somewhat steeper advances than weekly rates and, during a period of steady employment with an increase of overtime, would tend to considerably increase earnings.

COST OF LIVING IN CANADA

In addition to the statistics as to retail prices of food and fuel, and as to rates for rent, the department during the past year secured figures as to retail prices of staple lines of clothing, including footwear, from retail dealers throughout Canada, for the years 1913-1920. The figures relate to prices prevailing at the end of the year in each case, but in 1920 and 1921 prices during spring were also secured. From these quotations the percentages of changes in the cost of clothing have been calculated. Information was also secured as to the prices of household supplies, furniture, furnishings, etc., and an estimate has been made as to the percentage changes in the cost of miscellaneous items, the effect of the information gathered showing that such changes are approximately equal to the average changes in other items. The percentage changes in food, fuel and rent have been calculated from the weekly budgets published in the *Labour Gazette* from month to month, and the accompanying table summarizes the changes from year to year by groups, the figures for each group and for all items being weighted according to the family budget method.

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CHANGES IN THE COST OF LIVING IN CANADA FROM 1913 TO 1921

(Percentages of increase in cost by groups over 1913)

Date	Food	Fuel	Rent	Clothing	Sundries	All
December 1914.....	8	2*	8*	10	.....	2
December 1915.....	11	3*	16*	26	5	4
December 1916.....	38	10	14*	43	10	19
December 1917.....	67	34	6*	67	45	43
December 1918.....	86	63	2	98	60	61
December 1919.....	101	66	17	134	80	79
July 1920.....	130	91	34	160	90	101
December 1920.....	102	118	39	135	90	92
March 1921.....	80	109	39	95	87	77
June 1921.....	52	97	43	73	81	63

* Decrease.

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VIII. JOINT INDUSTRIAL COUNCILS

It will be recalled that one of the most interesting sections of the report of the Royal Commission on Industrial Relations, which, under the chairmanship of the Honourable Chief Justice Mathers, sat during 1919, was that relating to shop committees and industrial councils, and the Commissioners strongly urged the adoption in Canada of the principles underlying the Whitley Councils and other kindred systems, recommending that "a commencement should be made with joint plant councils, and the more extensive organization of district and national councils evolved therefrom as their necessity and practicability become apparent."

The subject was discussed also at the National Industrial Conference composed of representatives of the Dominion and Provincial Governments and representative employers and labour men, held at Ottawa in September, 1919, on invitation of the Government of Canada, and the committee to which the matter was referred reported unanimously in the following terms:—

"Your committee is of the opinion that there is urgent necessity for greater co-operation between employer and employee. We believe that this co-operation can be furthered by the establishment of joint industrial councils. Your committee does not believe it is wise or expedient to recommend any set plan for such councils.

"We therefore recommend that a bureau should be established by the Department of Labour of the Federal Government to gather data and furnish information whenever requested by employers and employees or organizations of employers or employees that whenever it is desired to voluntarily establish such councils the fullest assistance should be given by the bureau."

While it has not been deemed necessary or desirable at the present time to establish a bureau for the purposes outlined in the resolution of the National Conference, the department has entered heartily into the spirit of the resolution and has continued and extended its study of joint industrial councils and kindred systems, and has done much to advance the movement. Employers throughout Canada have, at the request of the department, furnished information regarding joint councils or committees in their establishments, and the information thus received, together with information regarding similar systems in other countries, has been assembled and published in Bulletin No. 1 of the Industrial Relations Series, as a supplement to the *Labour Gazette* of February, 1921. In addition to the wide circulation of this pamphlet with the *Labour Gazette*, it has been further distributed in response to the many inquiries received for information on the subject. During February also a conference met, at the call of the Minister of Labour, to discuss and advise as to these matters, there being present representatives of a number of the larger employing companies in Canada which have established joint councils with their employees. Spokesmen for the respective employers were for the most part company officers in charge of industrial relations, and the addresses in the main dealt with the experience already gained by these companies with joint industrial councils. A report of the proceedings of this conference was published in Bulletin No. 2 of the Industrial Relations Series, issued as a supplement to the *Labour Gazette* of March, 1921. This bulletin, like the first mentioned, has been largely supplied on request to various individuals and organizations of employers and workers. During the year the reports of the Whitley Committee, which were collected and published by the department in 1919, have also been freely distributed to those seeking information.

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At a joint meeting of representatives of the international unions of the building trades and members of the Standing Labour Committee of the Association of Canadian Building and Construction Industries, and also representatives from special branches of the industry, held at Hamilton, May 26, 1920, resolutions were unanimously carried setting up a National Joint Conference Board of the Building and Construction Industries of Canada, to be composed of joint representatives elected or selected by the Association of Canadian Building and Construction Industries and five members elected or selected by the representatives of the building trades international unions. The resolution included a request that the Dominion Government appoint a representative to act as chairman and convener of this National Joint Conference Board. As a consequence of this resolution, Mr. E. McG. Quirk, of Montreal, was nominated by the Minister of Labour to act as chairman, and up to the end of March, 1921, four regular and two special meetings were presided over by him.

The functions of the National Joint Conference Board of the Building and Construction Industries of Canada are of an educational and advisory nature, but it may deal with disputes referred to it for settlement by affiliated local organizations or establish local industrial boards. The National Joint Conference Board is also charged with the encouragement of the organization of employers and workmen of the building and construction industries into local joint industrial boards for the settlement of disputes in the building and construction industries of Canada. Up to the close of the fiscal year 1920-21, there were local joint industrial boards in the building trades in Hamilton, Ottawa, London and Toronto, but it may be added that since the close of the fiscal year word has reached the department of the expected organization of further local joint councils in the building and construction industries.

Reference may fittingly be made in this report to the Manitoba Joint Council of Industry, operating under the Industrial Conditions Act which was passed by the Manitoba Legislature in February, 1919, and proclaimed in March, 1919, but amended at the 1920 session of the Provincial Legislature. The Council was organized and commenced operations in May, 1920, and to the end of that year had held seventy-seven regular meetings, besides numerous interviews with parties interested in cases being dealt with.

Towards the close of the year arrangements were entered into for the appointment by the Civil Service Commission of an officer to aid those requiring assistance in the establishment of joint industrial councils, the appointment being made only a few days prior to the end of the fiscal year.

Though not precisely in the nature of a joint council and brought into existence by the exigencies of war in 1918, the Canadian Railway Board of Adjustment No. 1, mentioned in previous reports, continued its work throughout the year. It will be recalled that it is a board of twelve, one-half being representatives of railways, named by the Canadian Railway Association, and one-half representatives of the six railway workers unions parties to the agreement, namely: (1) Brotherhood of Locomotive Engineers; (2) Brotherhood of Locomotive Firemen and Enginemen; (3) Order of Railway Conductors; (4) Brotherhood of Railroad Trainmen; (5) Order of Railroad Telegraphers; (6) United Brotherhood of Maintenance-of-Way Employees and Railway Shop Labourers. The agreement provided for the reference to the board of all disputes and that the decision of the board should be final. The board had served admirably during the war and subsequently, and was during the past fiscal year formally renewed. The precise plan is perhaps not applicable in its entirety to other than the railway industry, but its continuance and marked success are illustrations of the increasing disposition to dispose of industrial differences by direct negotiations on lines carefully thought out between the parties concerned.

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IX. REPORT OF EMPLOYMENT SERVICE OF CANADA

The following is the third annual report of the Employment Service of Canada, being for the fiscal year ended March 31, 1921. During the year agreements under the Employment Offices Co-ordination Act were completed with all the provinces except New Brunswick and Prince Edward Island. An agreement was also made with the city of Moncton in accordance with the provisions of the 1920 Amendment to the Act.

At the beginning of the year there were 95 employment offices operating under the Employment Offices Co-ordination Act; at the end of the year the number of offices had decreased to 75, distributed among the provinces as follows: Nova Scotia, 4; New Brunswick, 1; Quebec, 5; Ontario, 27; Manitoba, 9; Saskatchewan, 9; Alberta, 5; British Columbia, 15. This reduction is due to the closing of offices in the Maritime Provinces operated by the Department of Labour during the demobilization period, and to the fact that the demobilization of the Information and Service Branch of the Department of Soldiers' Civil Re-establishment resulted in the discontinuing of a number of one-man offices throughout the Dominion.

The agreement entered into with the provinces and with the municipality of Moncton followed in the main the agreement for the fiscal year 1919-20, with the addition of several new clauses. Fire insurance and expenditures on alterations in employment office premises were included under the legitimate expenditures, while expenditures on "university or other courses for the training of employment office staffs, the advancement of efficiency in employment offices and the promotion of interest in employment problems" were also accepted if previously agreed upon by both parties. The provinces were required to forward quarterly to the Minister of Labour statements of the persons for whom payments on account of salary were claimed and reports showing details of commercial employment agencies licensed. Reports on the work of each provincial employment service for the calendar year were also to be forwarded. The employment offices and clearing house of each province were to be listed in telephone directories under the name "Employment Service of Canada," although they might also be listed under another name. All subsidized offices were to be kept open for business not less than four hours on Saturdays and eight hours on the other days of the week.

The following is the text of the agreement for the fiscal year 1920-21:—

MEMORANDUM OF AGREEMENT made between the Honourable Gideon D. Robertson, Minister of Labour for Canada, hereinafter called

The Party of the First Part:

And the Province of _____, hereinafter represented by the Honourable _____, hereinafter called

The Party of the Second Part:

Whereas by the terms of the Employment Offices Co-ordination Act the sum of one hundred and fifty thousand dollars (\$150,000) is appropriated out of the Consolidated Revenue Fund of Canada for the fiscal year beginning the first day of April, one thousand nine hundred and twenty, for the purpose of aiding and encouraging the organization and co-ordination of employment offices throughout Canada, and for the promotion of uniformity of methods among them;

And whereas by the Appropriation Act, number 4, one thousand nine hundred and twenty, schedule "A," Parliament appropriated the sum of one hundred thou-

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sand dollars (\$100,000), to supplement the amount provided by the Employment Offices Co-ordination Act;

And whereas it is provided in the said Employment Offices Co-ordination Act that the payment of the said money shall be conditional upon an agreement between the Minister of Labour and the Government of the province as to the terms, conditions and purposes for which the payments are to be made and applied;

Now therefore the said parties mutually agree that the said moneys shall be paid upon the terms and conditions as follows:

1. The said party of the second part shall submit quarterly during the year to the said party of the first part such statements of expenditures and whenever requested such reports of work done as are required by the party of the first part, and the party of the first part shall recommend payment to the party of the second part of a sum of money which shall bear the same proportion to the sum of two hundred and fifty thousand dollars (\$250,000) as the expenditure of the party of the second part for the maintenance of employment offices bears to the total of the expenditures of all the provinces for such purposes; provided that the sum to be recommended to be paid shall not exceed one-half of the total amount expended by the party of the second part in any one quarter for the maintenance of employment offices; and provided that no payment shall be recommended on account of any expenditure unless the party of the first part is satisfied that such expenditure has properly been made for the purposes of and according to the terms and conditions of this agreement.

2. The following expenditures shall be deemed to be properly made for the purposes of and according to the terms and conditions of this agreement:—

- (a) Salaries and travelling expenses of permanent and temporary members of the staffs of the employment offices and of the clearing house operated by the said party of the second part, and the salary and travelling expenses of a general superintendent of the Employment Service of the said party of the second part, provided such salaries and travelling expenses shall be paid only to persons whose whole time is devoted to the Employment Service of the said party of the second part, and provided further that a statement of the persons for whom payments on account of salary are claimed, indicating name, official position and salary rate, shall be forwarded to the party of the first part on the first day of each quarter;
- (b) rental, fire insurance, heat, light, water service, office supplies (not including furniture), telephone, telegraph and postal expenses, and janitor service for the employment offices and clearing house of the party of the second part; provided that the premises on account of which payments are claimed under this section are used entirely for the purposes of the Employment Service;
- (c) expenditures on advertising in newspapers and periodicals and by billboards and posters necessary to the efficient operation of the employment offices of the said party of the second part, and not exceeding ten per centum (10%) of the total expenditure of the party of the second part; provided that in all such advertising the Employment Service of the party of the second part shall be designated "Employment Service of Canada" with whatever amplification of such designation, if any, party of the second part may desire to indicate the governmental or departmental authority by which the employment offices are administered;
- (d) expenditures on such standard signs, window lettering and stationery as may be agreed upon by the parties hereto;
- (e) unrefunded advances for transportation issued to persons directed to employment at a distance secured through the Employment Service provided that the party of the first part shall have the right to determine whether such advances are necessarily made; and provided that no payment shall be made by the

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party of the first part on account of losses in excess of ten per centum (10%) of the total advances made during the year;

(f) expenditures as may be agreed upon by the parties hereto on university or other courses for the training of employment office staffs, the advancement of efficiency in employment offices, and the promotion of interest in employment problems;

(g) expenditures on such alterations in employment office premises as may be agreed upon by the parties hereto.

3. In the operation of the employment office the party of the second part shall endeavour to fill situations in all trades or occupations and for both male and female employees.

4. The party of the second part shall in the operation of the employment offices and clearing house use such forms and records as the party of the first part may supply.

5. The party of the second part agrees to organize in connection with the Employment Service of the province a Provincial Advisory Council, and in every city of the province with a population of twenty-five thousand (25,000) or more, in which an employment office is established, a Local Advisory Council to represent equally employers and employees to assist in the administration of the Employment Service of the said province.

6. The party of the second part agrees to maintain a provincial clearance system in co-operation with the interprovincial clearance system established by the party of the first part.

7. The parties hereto agree so to organize their respective Employment Services that they shall be able to render to employers and employees the services afforded by commercial employment agencies.

8. The party of the second part shall not issue any new provincial licenses to commercial employment agencies within the province which charge any fee or commission either to employers or employees, and shall not transfer any license already issued, and shall forward on the first day of each quarter to the party of the first part a statement of commercial employment agency licenses issued by the party of the second part in force within the province, the names of the licensees, the business name of each agency, and the postal addresses of the premises in which such employment agencies are conducted.

9. The party of the second part agrees to list the employment offices and clearing house of the province in the telephone directories under the name "Employment Service of Canada" as a part of the advertising of the Employment Service and without prejudice to the right of the party of the second part to also list the employment offices and clearing house of the province under any other name that may seem desirable to the said party of the second part.

10. The parties hereto agree to accept the terms and conditions of Order in Council 3111 of December 17, 1918, passed under and by virtue of the provisions of the Employment Offices Co-ordination Act as part of this agreement, and the same is hereby accepted as such.

11. The party of the first part shall at all time have the right to inspect by means of officers appointed by him for the purpose the operation of the employment offices of the party of the second part, and may withhold payments of moneys otherwise due and payable under this agreement if in his opinion the conditions of this agreement are not being fulfilled.

12. The party of the second part agrees that all employment offices for which moneys are claimed under this agreement shall be kept open for business not less than four hours on Saturdays, and not less than eight hours on the other days of the week except Sundays and statutory holidays.

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13. The party of the second part agrees that no charge shall be made to employers or employees for services rendered by the Employment Service of the said party of the second part.

14. The party of the second part agrees to forward to the party of the first part within two months after the end of the present calendar year, a detailed report of the work of the Employment Service of the said party of the second part for such calendar year, and also to forward to the party of the first part any other reports on the work of the Employment Service of the party of the second part that may be issued from time to time.

15. This contract shall have no force or effect until the same is approved by the Governor in Council.

In witness whereof the said party of the first part has hereunto set his hand and the seal of the Department of Labour, at the City of
this day of 19 .

And in witness whereof the said party of the second part has hereunto set his hand and the seal of the said province, at the City of
in the said province, this day of 19 .

SPECIAL ARRANGEMENT WITH MUNICIPALITIES

The Employment Offices Co-ordination Act was amended in 1920 by the addition of a clause which empowered the Minister of Labour to set aside from the moneys available under the Act an amount for the maintenance of employment offices other than those operated by Provincial Governments. It was provided, however, that no such office should receive assistance unless the minister were satisfied that the Provincial Government concerned did not propose to enter into an agreement for the maintenance of employment offices in that province in accordance with the Act. An Order in Council (P.C. 2048, 1920) empowered the minister to sign a form of agreement drawn up for municipalities in provinces where no provincial employment offices are operated. An agreement of this nature was made with the city of Moncton in August, 1920, whereby the Dominion Government shares with the municipal government the expense of operating an employment office in that city.

DISBURSEMENTS TO THE PROVINCES AND TO THE CITY OF MONCTON

For the fiscal year under review the disbursements to the provinces and to the municipality of Moncton for the maintenance of employment offices totalled \$233,890.75. The following table shows the distribution of the payments among the different items of expense accepted as proper maintenance expenditures under the agreement.

	Alberta	British Columbia	Manitoba	Nova Scotia	Ontario	Quebec	Saskatchewan	Municipality of Moncton	Total
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Salaries.....	19,887 09	21,740 64	21,687 00	*2,129 59	65,486 21	11,454 21	15,687 97	2,040 99	160,113 70
Travelling expenses.....	2,315 31	892 55	485 06	9 76	1,508 69	275 56	1,081 13	.....	6,578 06
Rental.....	4,667 67	3,902 34	4,498 15	270 00	10,703 83	1,660 00	4,566 25	252 50	30,520 74
Heat.....	48 66	35 00	146 00	.....	599 99	14 28	38 63	15 00	897 56
Light.....	69 84	99 91	80 74	4 08	397 05	30 66	90 71	9 94	782 93
Water.....	1 91	8 01	42 46	.....	109 20	.....	.....	.....	161 58
Office supplies.....	946 25	1,863 36	2,188 19	206 26	2,762 13	1,015 74	593 62	38 15	9,613 70
Telephone.....	1,448 65	976 02	983 26	105 07	2,455 36	191 73	765 25	40 91	6,966 25
Telegrams.....	360 21	786 81	204 58	27 22	759 47	0 69	334 39	21 55	2,494 92
Postage and express.....	259 82	268 23	299 50	60 85	1,026 12	36 48	633 71	26 70	2,611 41
Advertising.....	1,758 16	491 98	1,837 13	236 57	692 91	.....	6 75	35 54	5,059 04
Insurance.....	8 49	.....	.....	.....	.....	.....	.....	.....	8 49
Alterations and repairs.....	.....	3,146 70	201 17	.....	.....	.....	655 74	.....	4,008 61
Office cleaning.....	.....	.....	.....	50 83	1,363 05	.....	591 42	33 50	2,038 80
Elevator power.....	.....	.....	.....	.....	2,039 96	.....	.....	.....	2,039 96
Totals.....	31,772 06	34,211 55	32,653 24	3,100 23	89,903 97	14,679 35	25,055 57	2,514 78	233,890 75

*Part of year.

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LIST OF EMPLOYMENT OFFICES

The following is a list of employment offices and clearing houses operated under the Employment Offices Co-ordination Act as at March 31, 1921:—

Nova Scotia.—Amherst, Halifax, New Glasgow, Sydney.

New Brunswick.—Moncton.

Quebec.—Hull, Montreal, Quebec, Sherbrooke, Three Rivers.

Ontario.—Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton, Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa (2), Pembroke, Peterboro, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Sudbury, Timmins, Toronto (2), Windsor.

Manitoba.—Brandon, Dauphin, Portage la Prairie, Winnipeg (6).

Saskatchewan.—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta.—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

British Columbia.—Cranbrook, Fernie, Grand Forks, Kamloops, Kelowna, Nanaimo, Nelson, New Westminster, Prince George, Prince Rupert, Revelstoke, Vancouver (2), Vernon, Victoria.

Provincial Clearing Houses.—Montreal, Quebec; Toronto, Ontario; Winnipeg, Manitoba; Regina, Saskatchewan; Calgary, Alberta; Vancouver, British Columbia.

Interprovincial Clearing Houses (Department of Labour).—Maritime Clearing House, Moncton; Eastern Clearing House, Ottawa; Western Clearing House, Winnipeg.

STAFF

At the beginning of the fiscal year the total number of Dominion Government employees in the Employment Service was 93. The closing of the offices in the Maritime Provinces operated by the Department of Labour during the demobilization period involved the release of 26 persons. The staff in the Interprovincial Clearing House of the Department of Labour at Moncton was reduced from seven to two, partly owing to the closing of the Maritime offices, and partly to the greater centralization of the statistical work in Ottawa—a policy which was promoted as far as possible during the year. As the staff of the service became more experienced and the organization was developed, it was found possible to carry on the work of the Branch Clearing House at Vancouver in the Western Clearing House at Winnipeg and accordingly, the Pacific Clearing House at Vancouver was closed on November 30 and two of the staff were released. The removal of some of the statistical work of the Winnipeg Clearing House to Ottawa, made possible a reduction of two persons in the staff at Winnipeg.

At the end of the fiscal year there were 307 persons employed in the Employment Service of Canada, of whom 58 were Dominion Government employees and 249 were employees of the various provincial services. Of the 58 Dominion Government employees, 51 were employed in the Department of Labour at Ottawa, 5 in the Interprovincial Clearing House at Winnipeg and 2 at the Branch Clearing House at Moncton. In the provincial services the staff was distributed as follows: British Columbia, head office and clearing house, 3, local offices, 28; Alberta, head office and clearing house, 3, local offices, 23; Saskatchewan, head office and clearing house, 6, local offices, 22; Manitoba, head office and clearing house, 2, local offices, 33; Ontario, head office and clearing house, 3, local offices, 89; Quebec, head office and clearing house, 2, local offices, 24; New Brunswick, local offices, 3; Nova Scotia, local offices, 8.

The following indicates the staff in the employment offices in some of the larger cities: Montreal, 10; Quebec, 9; Ottawa, 6; Toronto, 33; Winnipeg, 27; Regina, 5; Calgary, 10; Edmonton, 6; Vancouver, 13.

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STATISTICAL REPORT OF EMPLOYMENT OFFICES

With the close of the fiscal year 1920-21 there were 75 employment offices operating under the terms of the Employment Offices Co-ordination Act, as compared with 95 offices at the close of the fiscal year 1919-20.

During the fiscal year 1920-21 the number of applications for employment reported by the offices of the Employment Service was 445,280, of which 393,234 were from men and 52,046 from women. Applications for employment reported during the preceding year totalled 470,250.

Vacancies notified by employers to the service during the year numbered 452,344, of which 387,415 were for men and 64,929 for women. This represents a slight increase when compared with the report for the previous year, when 449,042 positions were offered.

The total placements made by the offices during the year were 420,036. Of these, 79,745, or 19 per cent, were placements in casual employment (employment of a duration of one week or less is termed "casual"). Of the placements in regular employment, 306,722 were of men and 33,569 of women. Placements reported during the preceding year (1919-20) totalled 328,937, representing an increase during the year under review of 91,099 placements.

The following tables and chart show the applications, vacancies and placements reported by the offices of the Employment Service in the various provinces during the fiscal year.

APPLICATIONS for employment as reported by the offices of the Employment Service of Canada in the various provinces, during the year April 1, 1920, to March 26, 1921.

Provinces	Men	Women	Total
*Prince Edward Island.....	0	0	0
*Nova Scotia.....	4,970	361	5,331
*New Brunswick.....	4,819	466	5,285
Quebec.....	23,872	2,514	26,386
Ontario.....	136,129	18,195	154,324
Manitoba.....	55,590	9,803	65,393
Saskatchewan.....	42,822	4,699	47,521
Alberta.....	57,797	9,415	67,212
British Columbia.....	67,235	6,593	73,828
	393,234	52,046	445,280

VACANCIES in regular employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April 1, 1920, to March 26, 1921.

Provinces	Men	Women	Total
*Prince Edward Island.....	110	10	120
*Nova Scotia.....	1,967	418	2,385
*New Brunswick.....	5,648	488	6,136
Quebec.....	12,762	2,672	15,434
Ontario.....	131,201	25,190	156,391
Manitoba.....	74,873	12,152	87,025
Saskatchewan.....	56,324	7,288	63,612
Alberta.....	57,510	10,834	68,344
British Columbia.....	47,020	5,877	52,897
	387,415	64,929	452,344

* Offices closed permanently or for short period.

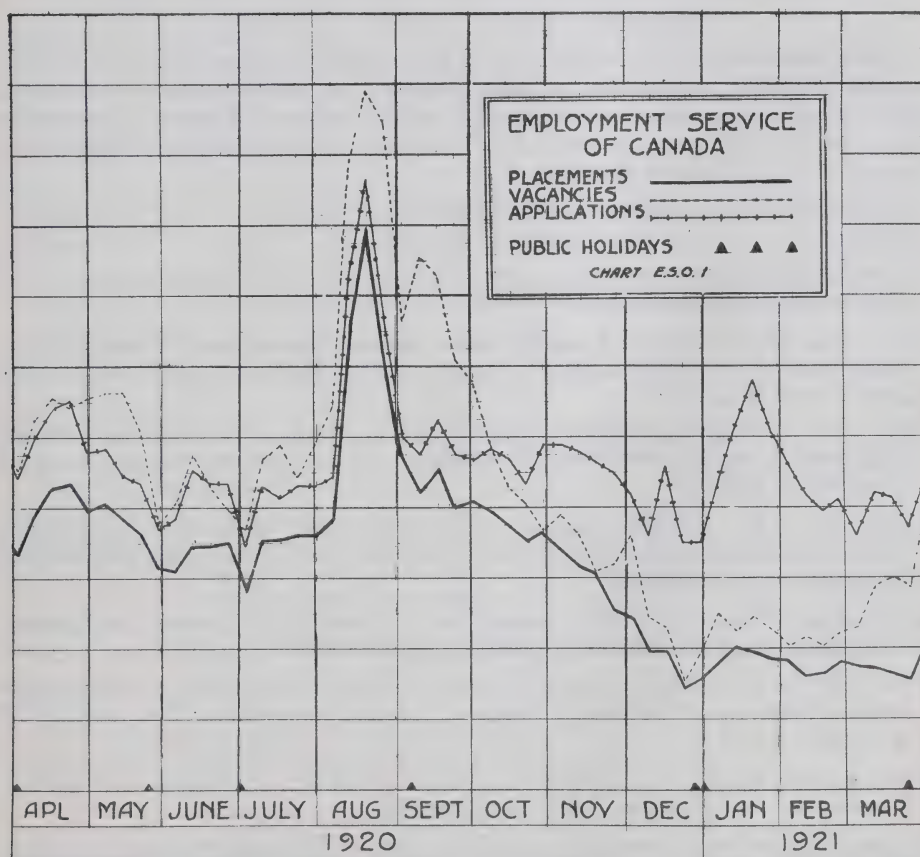
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PLACEMENTS in regular and casual employment as reported by the offices of the Employment Service of Canada, in the various provinces during the year April 1, 1920, to March 26, 1921.

	Regular Placements			Casual Placements
	Men	Women	Total	
*Prince Edward Island.....	95	2	97†	0
*Nova Scotia.....	1,637	166	1,803	109
*New Brunswick.....	4,841	334	5,175	222
Quebec.....	14,438	1,442	15,880	366
Ontario.....	100,062	9,057	109,119	17,856
Manitoba.....	52,445	6,681	59,126	27,079
Saskatchewan.....	40,886	4,012	44,898	6,962
Alberta.....	47,508	7,273	54,781	14,605
British Columbia.....	44,810	4,602	49,412	12,546
	306,722	33,569	340,291	79,745

* Offices closed permanently or for short period.

† Applicants placed were registered before April 1, 1920.



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CONFERENCES

Three conferences of particular interest to the Employment Service were held during the year under review. The first of these was the eighth annual meeting of the International Association of Public Employment Services (formerly the American Association of Public Employment Offices), held in Ottawa, September 20-22, 1920. This conference was attended by a large number of members, including delegates from most of the states and from all the Canadian provinces in which public employment office systems are in operation. The first day was occupied with papers and informal discussion relating to unemployment and organization of employment. The topics for the second day were employment and education; the placement of the physically handicapped; and the harvest labour problem, while the sessions on the final day of the conference were devoted to employment office administration and technique and the business meeting. The proceedings of this conference have been published by the Department of Labour of Canada.

Immediately after this annual meeting of the International Association of Public Employment Services the second meeting of the Employment Service Council of Canada was held in Ottawa, and in March, 1921, a conference of western representatives of the Employment Service took place in Regina. An account of these two conferences is given below.

EMPLOYMENT SERVICE COUNCIL OF CANADA

The regulations under the Employment Offices Co-ordination Act (P.C. 3111 of December 17, 1918) provided for the establishment of an advisory board to assist the minister in the administration of the Act and to recommend ways of preventing unemployment. This body, known as the Employment Service Council of Canada, is composed of the following members:—

Nova Scotia.—W. M. McCoy, K.C., Secretary of Industries and Immigration, Halifax, representing the province of Nova Scotia.

New Brunswick.—Celime Melanson, 236 High street, Moncton, representing the province of New Brunswick.

Quebec.—Jos. Ainey, General Superintendent, Quebec Government Offices, Employment Service of Canada, 10 St. James street, Montreal, representing the province of Quebec.

Ontario.—H. C. Hudson, General Superintendent, Ontario Government Offices, Employment Service of Canada, 15 Queen's Park, Toronto, representing the province of Ontario.

Manitoba.—J. A. Bowman, General Superintendent, Manitoba Government Offices, Employment Service of Canada, 439 Main street, Winnipeg, representing the province of Manitoba.

Saskatchewan.—Thos. M. Molloy, Commissioner, Bureau of Labour and Industries, Regina, representing the province of Saskatchewan.

Alberta.—J. W. Mitchell, General Superintendent, Saskatchewan Government Offices, Employment Service of Canada, Calgary, representing the province of Alberta.

British Columbia.—J. D. McNiven, Deputy Minister of Labour, Victoria, representing the province of British Columbia.

Canadian Manufacturers Association.—G. E. Carpenter, Western Secretary, Canadian Manufacturers' Association, Winnipeg; E. Blake Robertson, Eastern Secretary, Canadian Manufacturers' Association, Ottawa, representing the Canadian Manufacturers' Association.

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Association of Canadian Building and Construction Industries.—J. P. Anglin, President, Association of Canadian Building and Construction Industries, Montreal, representing the Association of Canadian Building and Construction Industries.

Trades and Labour Congress of Canada.—Arthur Martel, Vice-President, Trades and Labour Congress of Canada, Montreal; E. W. A. O'Dell, General Organizer, Boot and Shoe Workers' Union, Hamilton, representing the Trades and Labour Congress of Canada.

Railway Association of Canada.—C. P. Riddell, Secretary, the Railway Association of Canada, Montreal, representing the Railway Association of Canada.

Canadian Railway Brotherhoods.—S. N. Berry, Vice-President, Order of Railway Conductors, 53 Beatrice street, Toronto, representing the Canadian Railway Brotherhoods.

Canadian Lumbermen's Association.—Frank Hawkins, Secretary, Canadian Lumbermen's Association, Fraser Building, Ottawa, representing the Canadian Lumbermen's Association.

Canadian Council of Agriculture.—R. McKenzie, Vice-President, Canadian Council of Agriculture, 613 Boyd Building, Winnipeg; W. C. Good, Canadian Council of Agriculture, Paris, Ont., representing the Canadian Council of Agriculture.

Department of Labour, Ottawa.—Mrs. Jean S. Robson, Canadian Council of Immigration of Women for Household Service, Immigration Department, Ottawa; Miss Helen R. Y. Reid, Canadian Patriotic Fund, Montreal; Bryce M. Stewart, Director of Employment Service, Department of Labour, Ottawa, representing the Department of Labour.

Great War Veterans' Association.—C. G. MacNeil, Dominion Secretary-Treasurer, Great War Veterans' Association, Ottawa, representing the Great War Veterans' Association.

Department of Soldiers' Civil Re-establishment.—T. A. Stevenson, Information and Service Branch, Department of Soldiers' Civil Re-establishment, Ottawa.

This council met for the first time in May, 1919. A second meeting was held in Ottawa, on September 23-24, 1920, at which the progress made during the preceding year was reviewed and plans for developing the work of the Employment Service and preventing unemployment were fully discussed. Committees were appointed by the council to consider and report on unemployment, employment office administration and technique and specialized services. The reports of these committees were adopted with slight modifications by the council. An important amendment to the constitution provided for an executive committee with power to enter into any negotiations necessary to carry out the wishes of the Employment Service Council as expressed in the resolutions and to present to the Minister of Labour, Provincial Governments or others concerned, the resolutions of the council. This executive committee is authorized to give consideration to any question that may arise between sessions of the council, and is required to submit its findings to the members for approval.

The following are the recommendations brought in by the various committees and adopted by the council for the minister's consideration:—

COMMITTEE ON ADMINISTRATION AND TECHNIQUE

Recommendation 1.—The committee is unanimously in favour of some form of advisory council or committee for each employment office and for each provincial Employment Service and strongly recommends that each province take immediate

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action toward the formation of such councils. Where special legislation is necessary the committee recommends that the Minister of Labour be asked to communicate direct with the Provincial Governments concerned.

Recommendation 2.—(a) The committee realizes the importance of having the lowest possible transportation rates for persons securing employment through the Employment Service and recommends that the Director of the Employment Service shall endeavour to have the 2½ cent rate maintained.

(b) In order to facilitate the transfer of workers to employment, the committee recommends that each province provide a fund out of which fares may be advanced to workers sent to more or less distant points on account of the impossibility of placing them locally. The regulations covering such advances which should not be given any publicity whatsoever—should be modelled after those of the British system of employment offices.

Recommendation 3.—The committee is pleased to learn that the efforts of the Department of Labour with regard to the issuing of an Employment Service bulletin are meeting with success and the committee looks forward with interest to the first number. The committee is convinced that such a bulletin will provide a valuable means of promoting the objects of the Employment Service

Recommendation 4.—The committee fully appreciates the difficulties under which the Department of Labour has been working with reference to job analysis, and is pleased to learn that notwithstanding these difficulties considerable progress has been made towards the publication of a memorandum on job analysis. The members of this committee hope that a complete report on this subject will be issued as soon as possible realizing that it will be of decided benefit to the Employment Service as a whole.

Recommendation 5.—With regard to the policy of the Employment Service towards the question of advertising and publicity the committee is of the opinion that:—

(a) The use of detailed classified newspaper advertising is essential to the successful operation of employment offices. The extent of this advertising should be determined by the Employment Service of each province. Such advertising should be systematic and wherever possible a daily advertisement in the same relative position should be used to display the most attractive orders and applications listed in the office.

(b) Local superintendents should confer frequently with such bodies as Boards of Trade, Chambers of Commerce, Business Women's Clubs, Rotary, Kiwanis and Commercial Clubs, Retail Merchants' and Builders' Associations, Trades and Labour Councils, and other organizations with the idea of laying before these bodies the advantages to be obtained from the Employment Service as related to their business or private interests.

(c) That a poster should be prepared to direct persons seeking employment and employers seeking workers to the various government employment offices. Such posters should be displayed in railway stations, post offices and other public places.

(d) That general and local superintendents should seize every opportunity to have news items concerning the Service inserted in local newspapers.

(e) *Standard Sign.*—After careful consideration of the various designs for a standard sign, the committee recommends the adoption of the design used by the

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province of Manitoba, consisting of an oval with the word "Employment Service of Canada" around the outside, leaving to the province directly concerned the wording to be used in the bar running from end to end of the oval.

Recommendation 6.—The committee has learned with satisfaction that several of the provinces have taken steps since the last meeting of the Employment Service Council to close all private employment agencies within their boundaries and it is strongly recommended that the provinces in which private agencies still exist should follow their example as soon as practicable.

Recommendation 7.—(As this recommendation relates to alterations in forms and is therefore not of general interest it has been omitted.)

Recommendation 8.—The committee recommends that provincial superintendents be called together at least once a year in addition to the meeting of the Employment Service Council to consider numerous questions of common interest for which time is not available at the meeting of the Employment Service Council.

COMMITTEE ON SPECIALIZED SERVICE

Recommendation 1.—The committee recommends that the survey now being carried on under the direction of Mr. Wyatt at Winnipeg be continued, and that all information gained be made available to the other provinces with the view that these provinces may proceed with the development of juvenile departments upon a sound and tested basis.

Recommendation 2.—With regard to the placement of handicapped workers, the committee reports that the general principle that such workers require special service seems to have been justified by the experience of public employment offices now working with handicapped workers in special divisions. Special knowledge of occupational opportunities is necessary in connection with the placing of handicapped workers, and the needs of the employer as well as of the applicant must be carefully considered. A careful record of the progress of those applicants placed should be kept, preferably through a personal follow-up system.

The committee reaffirms the recommendation made by the Employment Service Council at its 1919 meeting that where necessary special departments be created for handicapped workers.

The committee further recommends the co-operation of the Employment Service of Canada with the special effort being made this winter by the Department of Soldiers' Civil Re-establishment in the placing of vocationally trained men and that where necessary special placement officers with overseas experience should be attached to the offices of the Employment Service of Canada in the larger industrial centres for the express purpose of specializing in the employment needs of disabled and handicapped soldiers.

Recommendation 3.—The committee would strongly urge the establishment of special divisions for women in all employment offices throughout the Employment Service and that separate entrances to such divisions be provided where possible.

The committee further recommends that all records of placements and replacements of women workers, especially those from overseas, be made available to the superintendent of the local hostel or such other authority as may seem entitled thereto.

Recommendation 4.—This committee is of the opinion that adequate provision should be made by the Governments of the various provinces for the placing of teachers and other professional workers in employment so that they may not have to depend on fee-charging agencies for this service. The committee, therefore,

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recommends that the Minister of Labour be requested to take up with the various provincial Governments, the establishment of a uniform and co-ordinated system of business and professional placement offices in the Employment Service at the earliest possible date.

Recommendation 5.—The committee strongly recommends that recruiting of workers from any country for employment in Canada should be permitted only after consultation with employers and workers through the Employment Service.

Recommendation 6.—That this council approve of an intensive study of the harvest labour problem in Western Canada.

COMMITTEE ON UNEMPLOYMENT

Recommendation 1.—Whereas the Governments of Canada and of the United Kingdom have agreed that employers making application for labour from the United Kingdom shall be required to first make application to the Employment Service of Canada and shall import such labour if necessary only through the agency of the Employment Service and the Department of Immigration, and

Whereas complaints continue to be received that workers recruited in the United Kingdom frequently find on arriving in Canada that employment conditions have been misrepresented;

Now therefore be it resolved that this council approves the agreement entered into by the said Governments and urges that such agreement be made more effective by providing that persons shall be permitted to recruit labour from the United Kingdom for employment in Canada only under the supervision of the British Ministry of Labour.

Recommendation 2.—Resolved that the Employment Service of Canada should endeavour to extend among employers and employees such methods as will result in stabilizing employment conditions; it is suggested that in the negotiations of trade agreements the principle of restriction of overtime and reduction of hours in slack periods rather than the reduction of permanent working forces, as already agreed upon by many employers and labour organizations, be given full consideration, and that the members of this council representing various organizations of employers and workmen be requested to bring this resolution to the attention of their respective bodies and to report the views of such organizations to the secretary of the council.

Recommendation 3.—Whereas in view of the report of the Royal Commission on Industrial Relations, and the recommendation of the National Industrial Conference and the fact that the principle of unemployment insurance has been endorsed by the Trades and Labour Congress of Canada, the Great War Veterans' Association and the International Labour Conference at Washington, and

Whereas this council considers that some form of unemployment insurance would greatly reduce distress and unrest due to unemployment and the fear of unemployment;

Now therefore be it resolved that this council request that a board be appointed forthwith as recommended by the National Industrial Conference with instructions to submit a report to the next National Industrial Conference, indicating if in their view immediate legislative action should be instituted.

Recommendation 4.—Whereas unemployment consequent upon seasonal and cyclical fluctuations in the demand for labour can be greatly reduced by the policy of stimulating the demand for labour in bad times through the postponement of Government contracts of a non-urgent character until it is necessary to promote a demand for labour owing to slackening of private employment;

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And whereas this policy was endorsed by the Joint Industrial Conference of the United Kingdom and by the International Labour Conference at Washington;

And whereas this council at its last meeting resolved "that in the approval and execution of public works and in the purchase of Government supplies regard shall be had so far as reasonably practicable to the general state and prospects of the labour market to the end that the total volume of employment of the country may be kept as constant as possible";

Now therefore be it resolved that the Employment Service of Canada, through the Employment Service of the Department of Labour, and through the provincial employment services, shall with the least possible delay bring this policy to the attention of all Government authorities controlling any considerable amount of public expenditure, and shall in co-operation with such departments, arrange to have constantly at hand information as to available and projected Government expenditure with the view to planning such expenditure in accordance with the state of the labour market; that the secretary shall send copies of this resolution to the departments concerned, and that the various provincial Employment Services shall forward progress reports to the secretary of this council.

The action taken on the above recommendations is referred to below under various subject headings.

The first meeting of the executive committee of the Employment Service Council was held on December 27-29, for the purpose of discussing means for relieving the unemployment situation existing in Canada at that time. Resolutions adopted by the Employment Service Council in September were presented to the minister by the executive and conferences were arranged with representatives of the Department of Public Works, the Department of Immigration and the Purchasing Commission with a view to securing their co-operation in the regularization of employment and the alleviation of existing conditions. A suggested statement of duties for provincial and local employment service councils was prepared, and resolutions relating to the abolition of private employment agencies, methods of stabilizing employment and the employment of disabled ex-service men were passed at the meeting. A general employment policy was also drafted for submission to the minister.

CONFERENCE OF WESTERN REPRESENTATIVES

A conference of western representatives of the Employment Service of Canada was held for the first time in Calgary on March 8-10, 1920. At this conference a number of questions were discussed in the light of the experience gained during the first year's operation of the Employment Offices Co-ordination Act, and at its close it was decided that it would be helpful for the western representatives to meet together each year to consider the problems peculiarly affecting the interests of the western provinces. A second annual conference was accordingly held in Regina, March 8 and 9, 1921. The province of British Columbia was represented at this conference by three members, Alberta by six, Saskatchewan by twelve, and Manitoba by two. The Director of the Employment Service of Canada and the Dominion Superintendent of Western Offices were present. The sessions during the first day were largely devoted to various phases of employment office administration. The topics discussed included methods of interviewing applicants, of acknowledging orders and of record keeping and the interprovincial transfer of labour in its relation to zone boundaries. The following day a joint conference with representatives of the farmers' organizations from the three Prairie Provinces was arranged at which farm labour problems in general and in particular the distribution of labour and the standardization of wages were discussed.

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EMPLOYMENT STATISTICS

Statistics covering the field of employment are compiled under authority of the section of the Employment Offices Co-ordination Act which empowers the Minister of Labour "to compile and distribute information received from employment offices and from other sources regarding prevailing conditions of employment." For this purpose five principal sources of information are used: weekly reports from employers, daily reports from employment offices, trade union reports, reports on civic employment, reports on building permits.

Employer's Payrolls.—A valuable index to the state of employment in general is a statement of the total number of employees reported by employers, as compared with the total number for identical employers at a given date previous. The Employment Service has established a system of weekly reports on payrolls from over 5,000 employers of labour in all lines except agriculture. By this means it is possible to estimate fairly accurately at a given date how many workers have been released from employment, or how many have been added to the active industrial forces of the country.

Reports of Employment Offices.—Daily reports from the offices of the Employment Service throughout Canada show the number of orders for workers received, the number of applications from workers received and the number of placements made. Not only do these statistics afford a check on the information derived from payroll reports, but they also show to what extent an unemployment situation is relieved through the work of the offices, or conversely how far the supply of available labour in the country falls short of the employers' demands. They make possible a comparison of the work done under the peculiar geographical and climatic conditions of Canada with that of similar services in other countries, and also the interpretation and control of the larger movements of labour between different geographical sections of the Dominion.

Unemployment Reports from Trade Unions.—Reports from trade unions throughout the country show the number of members in each union and the number of members out of work or working short time, affording a good index to the state of employment in the skilled trades more particularly. These reports are received monthly from approximately 1,500 labour organizations with a total membership of 200,000. To prevent duplication, unions are asked to omit from reports members who are employed in work other than their own trades, members who have moved out of the district, and members idle because of sickness, strike or lockout.

Civic Employment.—Statements of payrolls of temporary employees of departments and commissions in the fifteen largest Canadian cities, distributed by provinces, are received monthly. Included in these reports are the amount of wages paid. These statistics are valuable as an index to the volume of civic employment in the country and they assist in its adjustment to seasonal variations in private employment.

Building Permits.—Statistics on the total value of building permits issued in the thirty-five largest Canadian cities reported monthly, afford an index to the amount of employment existing in the building trades and to some extent in allied metal and woodworking trades.

The information represented by these various statistics has often been of value in estimating the employment situation in any locality before the release of Government contracts. It has also been of service in immigration matters, especially in connection with requests from employers for the admission of labour from other countries. In this connection the reports from employers, indicating expansion or contraction in the industry in question, with the related information from trade unions and from employment offices as to the demand for workers of the class called for and the supply of such workers, afford a basis for decision as to admission or exclusion

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of immigrant workers. In a more general way, there is the recognized utility of a serviceable fund of information as to seasonal fluctuations in the different industries, often stressed by climatic factors, enabling the service to deal more effectively with its problems. Such information makes it possible to formulate methods of transferring workers from industries in seasonal decline to those in the period of expansion, enabling employers to maintain a maximum production and reducing the difficult problems of seasonal unemployment. Finally the usefulness of these statistics in connection with any system of unemployment insurance is obvious. In due course much of this information will be available at frequent intervals through an employment bulletin.

Information on Unemployment and the Organization of the Labour Market.—Additional non-statistical information has been collected in considerable volume by the Employment Service, chiefly on measures for preventing or alleviating unemployment, such as short time instead of reduction in staff during slack periods, the reservation of Government works for periods of depression, the concentration of Government purchasing in times of seasonal slackness, the placement of handicapped workers, unemployment insurance, etc. Memoranda based on this data have been distributed from the Employment Service headquarters at Ottawa to the officers of the service to assist them to keep in touch with developments along various lines of employment work both in Canada and in other countries. These memoranda are also available to other persons interested in employment problems. In pursuance of the resolution of the National Industrial Conference that an inquiry into the question of unemployment insurance should be made, the Employment Service collected information on this subject and compiled a memorandum summarizing the available data which has been distributed to representative employers and trade unions.

LABOUR MOBILITY

The clearance work of the Employment Service was in general carried on during the year along the lines developed during the preceding year. Each local office reports daily to the clearing house of the province positions unfilled and impossible to fill locally, and applicants unplaced and willing to leave the locality so that an unsatisfied demand for labour in one part of the province may be related to unemployed workers in another. When the provincial clearance officer is unable to secure the workers required in any case within the province, he marks the item for interprovincial circulation. The interprovincial clearing house lists such items from all the provinces in its jurisdiction in an interprovincial clearance bulletin so that superintendents are advised if the local demands for labour or employment can be satisfied in nearby provinces. They are authorized to communicate directly with the other superintendents concerned and reports on transfers effected are made to the two provincial clearing houses interested and to the interprovincial clearing house of the district. Ottawa headquarters also issues a Dominion clearance bulletin which circulates among all the offices of the country, applications for employment and orders for labour that appear to be especially difficult of satisfaction, involving perhaps transfers between east and west and possibly necessitating effort to secure workers from other countries. The items in this bulletin are mainly those reported by the interprovincial clearing houses as involving special difficulties and not likely to be satisfied by offices in their territory. The province of Ontario has been divided with a view to a more efficient clearance into five zones, clearance officers being placed in the principal office of each zone. Each clearance officer is expected to keep in daily communication with all the offices in his division in order to fill all orders or place all applicants from within the zone wherever possible. In the case of an order which a trial or the clearance officer's knowledge indicates cannot be filled within the zone, the particulars are communicated to the provincial clearing house. In handling inter-

zone transfers, local superintendents communicate direct with each other and report the transactions to the zone clearance officer after it is completed.

In November, 1920, a new method of handling clearance items was adopted in the Dominion and Interprovincial clearing houses. Formerly the bulletins of these clearing houses were issued in sheet form and were cumulative, new items being added to those already on the bulletin, and the whole bulletin being sent out at intervals of a week. Under the new system each "live" clearance item on the bulletin was printed on a separate postcard and forwarded in this form to all local offices and clearing houses concerned. At the same time these offices were instructed that in future only new applications or orders, revisions or cancellations, would be sent out and that these would be circulated in card form immediately they were received in the clearing houses. The clerical work in the clearing houses in connection with the preparation of these bulletins is considerably lessened under the new system and it is found that for purposes of reference the items in card form are more readily available. "Live" orders and applications can be filed numerically by provinces while in the same way orders and applications no longer active may be retained on file separately for reference when necessary. As all cards are dated it is easily ascertainable how long any item has been in circulation. In addition under the new system when the cards are received in the local offices they can be filed in each interviewer's card index tray of "live" orders.

The provincial clearing house at Toronto had instituted a similar system for dealing with provincial items several weeks before its adoption in the Dominion and Interprovincial clearing houses, and the remaining provinces were urged to install this method for provincial clearance at as early a date as possible. The new system was in operation before long in all provincial clearing houses with the exception of that of Quebec, and as a result much less time is now required for the clearance process.

Further arrangements with regard to the circulation of Dominion clearance orders and applications have been adopted. When any difficulty or delay is experienced in securing applicants to fill orders, a circular is forwarded to the trade union or unions which have in their membership the special class of workers required. The circular is in postcard form and is so worded that neither the precise locality of the work described nor the name of the firm requiring workers appears. The secretary of the union is informed that unemployed members available for the employment described should apply at the local office of the service referring to the order number quoted on the card. Similarly, when no vacancy is available for specially skilled applicants, cards describing the qualifications of such applicants are circulated among a selected list of employers.

It has been found in practice that the provincial boundaries are in many instances not the natural lines for dividing the country into convenient districts for employment service work. In the case of Hull and Ottawa, for instance, Port Arthur and Winnipeg, Golden, B.C., and Calgary, the system of provincial clearance described above would sometimes involve long-distance transfers of labour within a province when the labour might be closer in another province. In most cases, however, the superintendents of the offices concerned have worked out arrangements to overcome this difficulty.

During the year 1919-20 an arrangement was put into effect with regard to the admission of workers from Great Britain to fill vacancies which cannot be filled in Canada. This plan involves close co-operation between the Immigration Department and the Employment Service and between the Employment Service of Canada and the British employment exchanges. A procedure has been adopted which obviates delay as far as possible and which at the same time insures that no request shall be taken into consideration before the authorities have had an opportunity of

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deciding whether prevailing conditions are such as to warrant the introduction of the required labour. A form issued by the Employment Service is available to employers wishing to bring workers into Canada. When particulars as to the conditions of employment offered have been entered upon this form, it is returned to the officer in charge of the nearest employment office, who satisfies himself as to the bona fides and the apparent ability of the employer to fulfill the offered terms and endorses the form to that effect. The endorsed form is then transmitted to the Director of the Employment Service at Ottawa for approval. Before such approval is granted, however, effort is made to secure the required help in Canada and it is only when such efforts have proved unsuccessful that the employer's application to import workers is approved. When an application is approved, a duplicate copy of the form is forwarded to the Oversea Employment Committee in Great Britain in order that endeavours may be made to fill the vacancies through the British system of employment exchanges. It has also been arranged with the Oversea Employment Branch of the British Ministry of Labour that the Employment Service shall receive from this branch a monthly statement of persons in the United Kingdom applying for employment overseas, showing the occupation and qualifications of each applicant. Copies of these statements are furnished to all the local offices of the Employment Service of Canada in order that they may be referred to when an order is received from an employer which cannot be filled by workers in Canada at the time.

A special transportation rate for persons being sent to employment at a distance was granted in 1919 by the following railways: Canadian National Railways, Canadian Pacific Railway, Dominion Atlantic Railway, Michigan Central Railway, Quebec Central Railway, Temiskaming and Northern Ontario Railway, Wabash Railroad, Kettle Valley Railroad, and Pacific Great Eastern Railway. Under this transportation arrangement a reduction from the regular rate was granted on all trips of 116 miles or more, a flat fare of \$4 being charged on all trips of from 116 to 400 miles, and a one-cent-a-mile rate on all trips of more than 400 miles. This rate has since been twice revised and since September, 1920, the rate has been 2.7 cents per mile with a minimum fare of \$4, tickets issued at this rate to be second-class. The rate applies only in cases of bona fide placements through the Employment Service and pre-supposes the existence of a well-organized system of provincial and interprovincial clearance to insure that persons will not be despatched long distances when suitable employment is available near at hand.

The number of special rate certificates issued by offices of the Service during the fiscal year 1920-21 was 50,860 of which 31,759 were issued to points in the same province as the dispatching offices and 19,101 to points in other provinces. The following tables give the figures in detail:—

PROVINCIAL TRANSFERS

British Columbia.. . . .	5,661
Alberta.. . . .	5,244
Saskatchewan.. . . .	3,013
Manitoba.. . . .	3,632
Ontario.. . . .	13,679
Quebec.. . . .	528
New Brunswick.. . . .	1
Nova Scotia.. . . .	1
Prince Edward Island.. . . .	0
Total.. . . .	31,759

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INTERPROVINCIAL TRANSFERS

Issuing Province	B.C.	Alta.	Sask.	Man.	Ont.	Que.	N.B.	N.S.	P.E.I.	Totals.
British Columbia.....		2,523	993	44						3,560
Alberta.....	2,151		576	5						2,732
Saskatchewan.....	447	424		1,926	346					3,143
Manitoba.....	78	236	1,552		3,731	2				5,599
Ontario.....	32	2	91	283		265				673
Quebec.....			7	2	3,362					3,371
N.B.....										
N.S.....							23			23
P.E.I.....										
	2,708	3,185	3,219	2,260	7,439	267	23			19,101

The importance of this special rate plan is reducing unemployment and increasing production is fully realized by the Employment Service Council of Canada and at the second annual conference of the council a report of the committee on administration and technique was adopted which recommended a lowering of the rate. There have been several conferences with the railways in the matter but as yet without success. The committee recommended further that in order to facilitate the transfer of workers to employment, each province should provide a fund out of which fares could be advanced to workers sent to more or less distant points on account of the impossibility of placing them locally. A clause had previously been included in the agreement between the Provincial and Dominion Governments providing that unre-funded advances for transportation issued to persons directed to employment at a distance secured through the Employment Service should be included among the expenditures deemed properly made under the Act.

An amendment of the Ontario Trades and Labour Branch Act introduced at the last session of the Provincial Legislature contained a clause empowering the Lieutenant Governor in Council to make regulations "for advancing the travelling expenses of persons travelling to their place of employment who have procured such employment through the Ontario Government Employment Bureaux, and the conditions under which such advances for travelling expenses may be made." This clause, however, was amended and in its final form contained the proviso that such advances may be made only when the employer agrees to repay the office.

FARM LABOUR

The problem of securing labour for employment on farms continued to occupy much of the attention of the Employment Service. In accordance with suggestions made at the Conference of Western Representatives of the Employment Service at Calgary in March, 1920, temporary employment offices were opened at Bowsman and Barrow's Junction in Manitoba, and Big River and Hudson Bay Junction in Saskatchewan, for the purpose of diverting the workers leaving the mines and lumber camps directly to employment on farms in order that the demand for help for the spring seeding might be met.

A plan similar to that carried out the previous year was adopted for securing an adequate supply of harvest help for the western provinces. The requirements of Manitoba, Saskatchewan and Alberta were estimated at an early date and communicated to headquarters of the Employment Service at Ottawa, where a conference was held with the passenger traffic managers of the two transcontinental railway systems and plans were made for the annual harvest excursions. At Winnipeg representatives of the three Provincial Employment Services and of the Western Clearing House arranged for the distribution of the harvest excursionists. The total demand for work-

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ers registered with the Employment Service in August was 60,000 and of this number about one-half was required for the western harvest. The number of workers placed during the month was 50,000 and the remaining 10,000 were secured early in September. The number of persons dispatched from the east on the harvest excursions was 28,228. A few thousand harvest workers were also secured for the Prairie Provinces in the coast cities of British Columbia.

In Ontario, under the direction of the Women's Farm Section of the Toronto office, eighteen camps for fruit-pickers were opened in the districts of Niagara, Grimsby and Clarkson, at which employment for 300 women was secured.

All the employment offices which act as distributing centres for farm labour have endeavoured to provide special facilities for handling this work. The Toronto office has a Farm Labour Section, while in Winnipeg a separate office deals solely with this class of worker. In other offices such as those in Calgary and Edmonton, special interviewers for farm labour are maintained, and rooms have been made available for the use of farmers wishing to interview prospective help.

The harvest labour problem was discussed at some length at the second annual conference of the Employment Service Council of Canada, and a resolution was passed approving an intensive study of the harvest problem in Western Canada. Farm labour problems were also considered in detail at the second annual meeting of Western Representatives of the Employment Service, at which representatives of the farmers' organizations in the three Prairie Provinces were invited to attend. It was unanimously recommended at this conference that the farmers' organizations "urge their membership to a more general use of the Employment Service, where offices are established, pointing out the evils of picking up help indiscriminately or seeking to secure it from other sources at varying wages," and further that "the Employment Service in co-operation with the various farmers' organizations put on a campaign urging farmers to engage help early as an insurance against loss through labour shortage."

PLACEMENT IN PROFESSIONAL AND BUSINESS OCCUPATIONS

During the demobilization period, the Information and Service Branch of the Department of Soldiers' Civil Re-establishment established special professional and business sections in the larger cities, and officers of the Employment Service co-operated by notifying these sections of suitable openings and by referring to them returned soldiers with professional or business training. A special officer was appointed at headquarters in Ottawa to organize professional and business work in the Employment Service and to have charge of the professional and business clearance during the period of demobilization. An office for both soldier and civilian applicants of the professional and business classes, in which two representatives of the Department of Soldiers' Civil Re-establishment were stationed, was maintained in the Western Clearing House at Winnipeg. By the end of June, 1920, the Department of Soldiers' Civil Re-establishment had discontinued its employment work for returned soldiers and the office of the Western Clearing House of the Employment Service was also closed. The establishment of a professional and business section in the Employment Service and the operation of business and professional offices by the provinces has been urged by the Employment Service Council of Canada and negotiations to this end have been carried on with the various Provincial Governments. As a result of these negotiations in some of the larger cities all professional and business work has been placed in charge of a special officer and particular attention has been given to this phase of employment work. The question of establishing a uniform and co-ordinated system of business and professional placement offices in the Employment Service was

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discussed at the meeting of the Executive Committee of the Employment Service Council in December, and the Minister of Labour was requested to urge upon Provincial Governments the establishment of divisions for professional and business workers in cities where the volume of business of that class warranted such a step. When the agreement for the fiscal year 1921-22 was drawn up, a clause to this effect was inserted accordingly. Several of the universities in Canada have been considering the establishment of appointment bureaus and plans for the co-operation of the Employment Service with such bureaus are being worked out.

PLACEMENT OF THE HANDICAPPED

To meet the problem of placing disabled ex-service men, a section was organized in the Information and Service Branch of the Department of Soldiers' Civil Re-establishment. Special employment offices for the handicapped, under the supervision of this section, were opened in a number of cities, and in other cases through an arrangement with the Employment Service of Canada, representatives of the Information and Service Branch were stationed in the employment offices to deal with all cases of returned soldier applicants, including the disabled. Officers of the Employment Service co-operated in this work by notifying the offices for the handicapped of openings suitable for such workers, and by referring disabled soldiers to these offices. When the Information and Service Branch was demobilized in the summer of 1920 their offices for the handicapped were discontinued. The Employment Service, however, took over this work in so far as possible and arrangements were made for co-operation between the vocational branch of the Department of Soldiers' Civil Re-establishment and the Employment Service in the placing of handicapped men graduating from training courses given by the vocational branch.

The establishment of a handicap division in the Employment Service was urged by the Employment Service Council of Canada at its first meeting, and at the second meeting the report of a committee on special services reaffirmed the recommendation that where necessary special departments should be created for handicapped workers. The committee further recommended the co-operation of the Employment Service with any special efforts made during the winter by the Department of Soldiers' Civil Re-establishment in the placing of vocationally trained men. In accordance with this recommendation further arrangements were made with the vocational branch. At the meeting of the executive committee of the Employment Service Council held in December, the subject of employment for handicapped workers was discussed, and as in the case of professional and business workers, the minister was requested to urge upon the Provincial Governments the establishment of divisions for handicapped workers in cities where the volume of business of that class warranted such a step. A clause to this effect has accordingly been inserted in the agreement with the provinces for the fiscal year 1921-22. A resolution to the effect that, when possible, disabled returned soldiers should be given preference in connection with the vacancies in the Civil Service notified to the Employment Service by the Civil Service Commission was also passed by the executive. In the arrangements between the Civil Service Commission and the Employment Service for securing some of the temporary help required by the Dominion Government through the Employment Service, outlined on another page, this policy is being observed.

PLACEMENT OF WOMEN

Special divisions for the placement of women workers have been established in connection with many of the larger offices of the service. The action of the Provincial

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Governments in setting up these divisions is in line with the recommendation of the Employment Service Council of Canada at its second annual meeting, when the establishment of women's divisions in all the offices of the service was strongly advocated. Such divisions have been operating during the year at Montreal, Ottawa, Toronto, Hamilton, London, Winnipeg, Brandon, Regina, Moosejaw, Saskatoon, Calgary, Edmonton, Vancouver and Victoria. In the women's divisions of the Toronto and Winnipeg offices separate sections were maintained for farm, domestic and professional and business workers. In offices where a separate division is not maintained for women a special interviewer is usually assigned to this work and special applications and order forms for women workers are now in use in all the offices. The total number of women placed in regular employment during the year was 33,569.

During the year the Canadian Council of Immigration of Women for Household Service, in conjunction with the Department of Immigration, was instrumental in bringing out to Canada a considerable number of workers from the United Kingdom, who were cared for through a system of hostels. In the majority of cases the placement of these women workers was effected through the local offices of the Employment Service. In order to facilitate follow-up work in connection with these workers the Employment Service Council of Canada also recommended that all records of placements and replacements of women workers, especially those from overseas, be made available to the superintendent of the local hostel.

PLACEMENT OF JUNIORS

Acting upon a recommendation passed by the Employment Service Council of Canada at its first meeting that a junior division be established in the Employment Service, the Department of Labour in December, 1919, created the office of Junior Employment Specialist. The duties of this officer include the preparation of plans for the organization of placement work for juniors and the promotion of these plans in co-operation with the Provincial Governments. In July, 1920, at the request of the provinces of Manitoba and Saskatchewan, the Junior Employment Specialist went to Winnipeg and Regina to confer with provincial employment officials, educational authorities and others interested regarding the organization of junior divisions in these provinces. Mrs. Reed, Chief of the Junior Division of the United States Employment Service, was present at these conferences, and later visited both Alberta and British Columbia to discuss the situation in regard to junior employment work with the authorities concerned in these provinces. All the western provinces were much interested in the work and the Junior Specialist of the Federal Department of Labour was authorized by the province of Manitoba to proceed with a survey of the employment of junior workers in Winnipeg under the direction of the Committee on Junior Employment of that city. The report of this survey covering information received from over 1,400 industrial establishments and business houses was submitted to the Deputy Minister of Education of the province in September, 1920.

At the second meeting of the Employment Service Council of Canada the committee on specialized service recommended that the junior employment survey be continued and that all information gained be made available to the other provinces in order that these provinces might proceed with the development of Junior Departments upon a sound and tested basis. In October the province of Manitoba authorized the opening of a junior office in Winnipeg and since then the Junior Specialist has devoted much of his time to assisting in the organization and work of that office.

In Calgary, also, junior employment work is receiving attention. At the time of writing a survey of opportunities for junior workers in the city is being conducted, largely by means of questionnaires forwarded to industrial establishments. A Junior

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Branch has recently been opened in the employment office and a special officer assigned to the work. The co-operation of local school authorities has been secured and each school principal has been supplied with forms which are forwarded to the Junior Branch when a boy or girl is leaving school.

PROVINCIAL AND LOCAL EMPLOYMENT SERVICE COUNCILS

The regulations issued under the Employment Offices Co-ordination Act provide for the establishment of provincial and local employment service councils to assist in an advisory capacity in the administration of the Employment Service. The establishment of these advisory bodies has been endorsed by the Employment Service Council of Canada, and the present form of agreement with the provinces calls for the organization of a provincial council in each province signing the agreement and of local councils in connection with the Employment Service in every city having a population of 25,000 or over. Legislation providing for the establishment of provincial employment service councils has already been enacted in Alberta, Manitoba and Ontario. The Employment Service Council of Alberta held its organization meeting in February, 1921, and it is expected that councils will be organized very soon in the other provinces also. Legislation with regard to the establishment of local councils has also been enacted by Alberta and Ontario, and a number of such local councils has already been formed throughout Canada. At the end of the fiscal year under consideration local employment service councils were functioning in connection with the following employment offices: Moncton, Moose Jaw, Prince Albert, Regina, Saskatoon, Yorkton, Calgary, Edmonton, Lethbridge, and Medicine Hat.

At the meeting of the executive committee of the Employment Service Council of Canada the following statement of duties for provincial and local employment service councils was drawn up to be submitted to the provincial authorities for consideration:—

DUTIES OF PROVINCIAL EMPLOYMENT SERVICE COUNCILS

1. To make recommendations to the minister of the province with regard to general policy in such matters as the number and type of offices to be established, the location, premises and equipment of such offices, qualifications for positions in the provincial employment service, training of personnel, zoning of the province and publicity.
2. To advise on the organization of the provincial employment service, including appointment of persons in charge of local offices, changes in such appointments, and generally to promote efficiency in its administration.
3. To advise on the bringing into or sending out of the province by the provincial employment service of any considerable body of labour.
4. To secure the co-operation of provincial organizations of employers and employees in the use of the Employment Service.
5. To consider methods and devise plans for preventing and alleviating unemployment in the province and to enlist the co-operation of provincial organizations of employers and employees, the provincial authorities and other interested persons and organizations in the promotion of such plans.

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DUTIES OF LOCAL EMPLOYMENT SERVICE COUNCILS

1. To make recommendations with regard to location, premises, alterations and equipment of the local employment offices and with regard to the establishment of new divisions.

2. To advise on the organization of the local office, including appointments and changes in staff, the business hours, and in general to promote efficiency in its administration.

3. To advise on the bringing into or sending out of the locality by the local employment office of any considerable body of labour.

4. To secure the co-operation of employers and employees in the use of the local office, and to investigate complaints.

5. To recommend plans for advertising the work of the local office.

6. To appoint special committees for junior, handicap and professional and business work and such other matters as may be deemed advisable.

7. To consider methods and devise plans for the prevention and alleviation of unemployment in the locality and to enlist the co-operation of employers and employees, the municipal authorities and other interested persons and organizations in the promotion of such plans.

This statement of duties was approved by the minister, who suggested the following addition with regard to the procedure of employment service councils:—

The recommendations of employment service councils will in general fall in one of the following classes: (1) recommendations primarily for the attention of the municipal councils or local organizations, (2) the Provincial Governments or provincial organizations, (3) the Dominion Government or national organizations.

Most recommendations of local employment service councils will fall in class (1). Recommendations of this class should be brought to the attention of the municipal government or other local body concerned by the local council direct. Recommendations of classes (2) and (3) passed by local councils should be forwarded to the employment service council of the province. Recommendations of class (2) received in this way should be considered by the provincial council, co-ordinated with the recommendations of other local councils in as far as possible and brought to the attention of the Provincial Government or other provincial body concerned with or without endorsement or expression of opinion as the provincial council may think desirable. Recommendations of class (3) should be forwarded by the provincial council for the attention of the Employment Service Council of Canada and the representative of the province on the Employment Service Council of Canada should be instructed to present the views of the provincial council with regard to such recommendation at the next meeting of the national council.

Recommendations of class (1) originating with a provincial employment service council should be forwarded to the local councils of the province for their consideration and for their action if approved. The provincial council should bring its own recommendations of class (2) to the attention of the Provincial Government or other provincial bodies concerned. Recommendations of class (3) passed by the provincial council should be forwarded to the Employment Service Council of Canada as above.

Recommendations of classes (1) and (2) passed by the Employment Service Council of Canada should be forwarded to the provincial councils for presentation if approved to local councils in the case of class (1) recommendations or to the Provincial Government or other provincial bodies concerned in the case of class (2) recommendations.

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The provincial representatives on the Employment Service Council of Canada should present to the provincial councils and through them to the local councils the views of the national council with regard to such recommendations. The Employment Service Council of Canada will bring its own recommendations of class (3) to the attention of the Dominion Government or other Dominion bodies concerned.

CO-OPERATION WITH THE CIVIL SERVICE COMMISSION

A system of co-operation with the Civil Service Commission of Canada in the placement of temporary workers in Dominion Government employ was inaugurated early in 1921. Formerly, the Commission, with the machinery at its disposal, had experienced considerable difficulty and delay in selecting and assigning workers to fill temporary vacancies in places other than Ottawa. Under the arrangement now in force, temporary vacancies for such workers as letter-carriers, postal clerks, elevator men, chauffeurs, garage men and cleaners are notified direct to the local office of the Employment Service and the office acts as the agent of the commission in selecting the persons required. Persons in localities other than Ottawa applying to the Civil Service Commission for temporary positions similar to those noted above are requested to register at the local office of the service. As the offices maintain up-to-date lists of applicants available for employment, classified by occupations, the labour requirements of local Government officers can be satisfied without delay. In filling vacancies of this kind the offices are governed by the order of selection prescribed by the commission whereby priority of appointment is granted to returned soldiers, to applicants qualified for permanent appointment, etc. Lists of such applicants qualified by examination or otherwise for positions in the service are forwarded to the local offices from time to time by the commission in order that these may receive preference if they signify to the office their desire for temporary work. A test of the new procedure was made recently at Toronto in the selection of temporary help to substitute during the summer vacation in the post office and very satisfactory results have been reported.

UNEMPLOYMENT RELIEF

The policy of the Dominion Government in regard to emergency relief to meet the unemployment situation which developed in Canada towards the close of 1920 was announced in a memorandum issued under date of December 24, 1920. Copies of this memorandum were forwarded to the premiers of each province, to members of Parliament, and to the mayors of every municipality in which employment offices have been established under the Employment Offices Co-ordination Act. The memorandum urged that the situation should be met to the utmost possible extent by the provision of work instead of relief. It stated, however, that if emergency measures became necessary by reason of utterly unavoidable shortage of employment, the Federal Government was willing to co-operate on the following basis: "The organization for determining where relief must go and for distributing the same shall be provided by the municipal authorities, and in each case before relief is given and as relief is continued a certificate must be obtained from the Government Employment Service, showing that the applicant cannot be given employment. The general system and details and the safeguards adopted must be approved by, or on behalf of, the Federal Government. If this is done the Federal Government is willing to contribute in places where relief on any substantial scale appears to be necessary one-third of the amount actually disbursed on this relief provided the other two-thirds is either paid by the municipality, or paid by the municipality and the province jointly." Copies of the form

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to be used in connection with the relief funds, together with a circular containing instructions as to procedure, accompanied the memorandum.

Steps along the lines suggested were immediately taken to relieve the situation in several municipalities, and during the winter as unemployment became more acute in other districts, additional municipalities applied for grants. Up to the time of writing the total amount paid to municipalities by the Dominion Government for unemployment relief was \$431,540.59.

Of this amount \$217,714.59 was paid out in Ontario, payments being made as follows: Toronto, \$179,291.53; York, \$2,444.10; Peterborough, \$1,315.73; Owen Sound, \$224.63; Etobicoke, \$814.27; Oshawa, \$911.29; Paris, \$37.78; Brantford, \$816.50; St. Catharines, \$588.10; Grantham, \$25.39; Walkerville, \$40.75; Scarborough, \$266.27; Hamilton, \$30,938.25.

In Manitoba the following disbursements were made: Winnipeg, \$57,690.19; St. James \$1,418.52; Rosser, \$358.18; total, \$59,466.89.

The amount paid to municipalities in Saskatchewan was \$19,526.16, distributed as follows: Moose Jaw, \$7,505.10; Saskatoon, \$1,480.72; Regina, \$10,540.24.

Disbursements in British Columbia totalled \$122,156.90, the following payments being made: New Westminster, \$112.30; West Kildonan, \$999.88; Burnaby, \$140; Nelson, \$150.51; Prince Rupert, \$1,936.95; Vancouver, \$108,920.14; Cumberland, \$26.21; Victoria, \$1,132.98; District of South Vancouver, \$8,737.93.

In addition \$2,176.13 was paid to the municipality of Amherst, N.S. and \$10,545.02 to the City of Montreal, P.Q.

The offices of the Employment Service also assisted in a scheme initiated by the Department of Soldiers' Civil Re-establishment for the purpose of extending relief to disabled soldiers unable to secure employment. This scheme applied both to former members of the forces pensioned for a disability and to members vocationally trained under the Department of Soldiers' Civil Re-establishment. Regulations under the Order-in-Council authorizing this relief (P. C. 43 of January 10, 1921), required each applicant for relief in all towns in which a Government employment office was operating to obtain a certificate from the employment office stating that no suitable employment was available. In certain districts in which the Department of Soldiers' Civil Re-establishment had no offices in operation, a co-operative arrangement was entered into with offices of the Employment Service by which the representative of the department engaged in carrying out this scheme of relief was given accommodation in the local office of the service.

JOB ANALYSIS

At the first meeting of the Employment Service Council of Canada in May, 1919, it was recommended that the Department of Labour should furnish each province with a job analysis, giving the description of each occupation with a code word or number for each, the qualifications and training necessary and also the disabilities which would permit employment in the occupation without serious handicap. Owing to the pressure of organization work the Employment Service was unable to give immediate attention to this recommendation. Early in 1920, however, the study of methods of job analysis and experience in this work elsewhere was begun and an outline of procedure was completed in July. At the second meeting of the Employment Service Council held in September, 1920, the report of the committee on administration and technique commented favourably upon the progress which had been made and urged that a complete report on the subject should be issued as soon as possible. In November in connection with field work on job analysis and preparatory to the compilation of data for job specifications a "suggested form of job analysis" was prepared. This was followed by the drafting of job specifications for domestic workers, copies of which have been forwarded to the various employment officers in the service, which deal with women workers in order that they may offer suggestions or criticisms if

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desired. In line with the recommendations of the Employment Service Council, descriptions of occupations in the mining and lumbering industries have been prepared and those covering the printing trades are in course of preparation. The latter are being undertaken in conjunction with the Technical Education Branch of the Department of Labour.

COMMERCIAL EMPLOYMENT OFFICES

At the first meeting of the Employment Service Council of Canada, the opinion was expressed that commercial employment agencies were retarding rather than promoting the efficient distribution of labour and that full benefits could not be derived from the Government system of employment offices while private agencies continued to exist. The council recommended, therefore, that effort should be directed to the elimination of private employment agencies as soon as the laws of the respective Provincial Governments permitted. Several of the provinces acted on this recommendation during the fiscal year ending March 31, 1920. Legislation abolishing commercial employment agencies was brought into effect in Manitoba and Saskatchewan in June and in Alberta in November, 1919. In the province of Ontario, legislation was passed at the 1919 session of the legislature by which the number of commercial employment agencies in the province was greatly reduced.

Further progress in the elimination of private employment agencies was made during the fiscal year under review. Legislation prohibiting the operation of fee-charging employment agencies was put into effect in British Columbia on July 1 and in Nova Scotia on October 1, 1920. Further legislation on this subject was enacted in British Columbia in March, 1921. The two special features of this recent law are, that private agencies placing public school teachers are definitely brought within the scope of the act and that all private employment offices acting as hiring agencies for employers shall be required to furnish to the general superintendent of the province complete records of their transactions.

The province of Quebec has enacted legislation for the abolition of commercial employment agencies, which empowers the Lieutenant-Governor in Council to order the closing of all employment bureaus kept or controlled by individuals, companies or other persons in such places as he shall specify. Under authority of this legislation, the number of licenses issued to private employment agencies in the province of Quebec has recently been somewhat reduced, and the Federal Department of Labour has been advised that several other licenses will be cancelled within a short time. Among the offices which the provincial authorities intend to close are several female registry offices. In Montreal these offices have until recently been controlled by the civic authorities, but the clause in the city charter permitting the licensing of employment agencies was struck out at the last session of the legislature, leaving the province a clear field for the management of employment bureaus. It is understood that a law will shortly be passed in the province of New Brunswick making the operation of fee-charging agencies illegal.

At the second meeting of the Employment Service Council of Canada held in September, 1920, the steps taken by various provinces since the previous meeting of the Council to close all private employment agencies within their boundaries were noted with satisfaction, and it was strongly recommended that the provinces in which private agencies still existed should take similar action as soon as practicable.

X. REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

Prof. L. W. Gill, Director of Technical Education for Canada, reports as follows:—

INTRODUCTION

The purpose and provisions of the Technical Education Act and the character and scope of the education or training which the Federal Government is assisting the provinces to develop, were explained in the first annual report. The growth and extent of vocational education throughout the Dominion were briefly outlined and it was predicted that the next few years would witness a decided development in the work.

The growth of the past year is indicated by the fact that the total amount earned by the provinces has increased from \$273,787.99 to \$665,167.11. Every province is now actively engaged in developing a system of vocational training and the provinces of Alberta and Ontario are already earning more than their full appropriations from the federal grant.

EXPENDITURES FROM THE FEDERAL GRANT

The money available and the amounts earned by the various provinces for work done during the fiscal year ended March 31, 1921, are shown in table I. It will be noted that the total unexpended balance from the previous year was carried forward. Although the provinces of Alberta and Ontario earned the full available amount, returns for the last quarter of the fiscal year were not received until after the books were closed and grants for work done during the period January to March have been charged against the accounts for the current year. The federal, provincial and municipal expenditures for the school year on work coming within the scope of the Act are given in table II. The growth in the work is further indicated by the increase in the total expenditures made by the provincial governments. These figures show an increase of from \$826,990.09 to \$1,241,243.11, or 50 per cent over the previous year.

Attention is drawn to the fact that these two tables show the expenditures incurred for work done during the past fiscal year, not the actual payments made. Returns are made half yearly and payments from the federal and provincial funds are not made for several months after the work is performed, consequently payments from the federal grant cover work done during the last half of the previous year and the first half of the year reported. Payments during the fiscal year ended March 31, 1921, were \$580,635.43, and for the previous year \$196,500.49.

VOCATIONAL SCHOOLS IN THE DOMINION

The nature and extent of the work being carried on by each province is indicated by table III. The total number of schools, 262, does not represent the number of school buildings devoted exclusively to vocational education. Buildings in which both day and evening classes are conducted are counted as two separate schools, and in Ontario the commercial classes are regarded as separate schools whether conducted in the same building as the industrial classes or not. The two branches of the work have different staffs and are operated separately. Where classes under one principal are conducted in two or more buildings the group of classes is counted as one school.

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The number of day schools has increased from 41 to 69 or 63.4 per cent over the previous year, and the evening schools from 127 to 193 or 52 per cent. A corresponding increase has taken place in the numbers of teachers and pupils enrolled, but for some of the provinces the figures for these columns have been compiled from incomplete returns.

POLICY OF THE DEPARTMENT

Owing to the different methods and systems of conducting the work in the various provinces, it has been found as yet impossible to obtain uniform reports of the work done and expenditures made. The director is endeavouring to make satisfactory arrangements with all of the provinces which will enable him to present complete figures showing the extent and nature of the work being done in every province during the same period of time.

In administering the provisions and requirements of the Technical Education Act the following policy has been adopted:—

1. To accept the work already done by each province and to co-operate with the provincial officials in developing the system of education already established. By this procedure, the work in the various provinces may be gradually unified and placed on the most efficient basis.

2. To give advice freely, but only when solicited.

3. To direct the attention of the provinces to the importance of training for citizenship as well as for employment.

4. To cultivate a spirit of good-will and mutual confidence not only between the department and the province, but also between the provinces, to the end that there may be a national co-operation in educational effort.

5. To secure through every possible agency the continued sympathy and co-operation of our industrial and labour organizations.

NATIONAL CONFERENCE ON TECHNICAL EDUCATION

In October, 1920, the leading representatives of the departments of education in the provinces met together in Ottawa to discuss the following questions in their relation to vocational education: (1) Teacher training, (2) Prevocational classes and vocational guidance, (3) Courses of study, (4) Text-books, (5) Condition for entrance to technical classes, (6) Length of school day, (7) Length of school year, (8) Educational reports, method of preparing, (9) General supply of teachers. The director was appointed secretary of the conference and has issued a complete report of the proceedings.* A copy of the nine resolutions adopted is presented in appendix 1.

Following the conference seven of the nine provinces signified their willingness to co-operate in the establishment of a central teacher training institute for the Dominion, but the Federal Government considered that the additional expenditures involved were not warranted at the present time. No important developments have yet resulted from the conference, but it has helped to promote national co-operation in educational efforts.

APPOINTMENT OF ASSISTANT TO THE DIRECTOR

In order to properly carry out the provisions of the Act it is essential that the director should be familiar with the work in every province and that he should keep in close touch with all new developments in vocational education. This necessitates considerable travelling and much work which is not directly connected with the

*Bulletin No. 1, Vocational Education Series. Proceedings of the First National Conference on Technical Education.

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distribution of the federal grant. It was found that the director could not alone attend to all the technical work involved, and in November, 1920, Mr. A. W. Crawford was appointed by the Civil Service Commission to assist the director.

CHARACTER OF THE WORK BEING DONE

On his visits to the provinces the director has found that the character and quality of the work being done is not entirely satisfactory. If a reasonable standard of efficiency were demanded before payments of federal money were made, about one-half of the work which is now receiving a benefit from the grant would be excluded. The principal reason for this lack of efficiency is that none of the provinces have provided adequate training facilities for teachers. The province of New Brunswick conducts a summer school for those already engaged in the work and teachers are also given financial assistance to enable them to attend training schools in the United States; Ontario provides special lectures for those teachers who have not had previous teacher training and has planned to conduct a summer school this year; but no provision has been made for training new teachers specially for this work. The necessity for strict economy in all expenditures of public money is perhaps the chief reason for the failure of the provinces to provide adequate training for both teachers and pupils. Until more money is available for this work, it will be impossible to meet the rapidly growing demands of the public for efficient industrial, commercial and agricultural training. There is much room for improvement in both the character of the work performed and the methods of providing the desired training, but the progress and developments of the past year show that the provinces fully realize the importance of the work and are earnestly striving to develop it along efficient and practical lines.

IMPORTANT DEVELOPMENTS DURING THE YEAR

The establishment of the Agricultural and Technical High School in Charlotte-town, P.E.I., in November, 1920, marked the first step in the development of vocational education in that province. The director took an active part in the work of organizing this school and in arranging the courses of study so that both the agricultural and industrial interests would receive adequate attention.

The province of Nova Scotia has resumed its correspondence department and is preparing for extensive work among the miners of that province.

The inauguration of itinerant classes for fishermen is an important development of the work in New Brunswick. The travelling instructor is provided with a motion-picture projector, charts, engine parts and all the necessary class equipment for conducting a practical course in gas engine work, and has given valuable instruction to 265 fishermen and others along the coast.

The resignation of Mr. Macheras, Director of Technical Education for Quebec, has retarded development in that province, but two fine buildings have been erected in Three Rivers and Hull and new classes opened in six centres.

In Ontario additional evening classes have been started in thirteen centres and seven new schools have been opened during the year. By increasing the provincial legislative grants on buildings and equipment, the province has stimulated building operations and four new schools are now in various stages of construction and three others have been approved for construction. A special feature of the year's work was the organization of slack-time day classes for mechanics who were temporarily unemployed. The service rendered to local school boards by the provincial department includes comprehensive surveys of those municipalities contemplating the organization of vocational classes. Full details of these surveys are included in the annual report of the provincial director of technical education for 1920. The Adolescent

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School Attendance Act which comes into force in September, 1921, is expected to greatly increase attendance in all classes.

Attendance in the evening classes in Manitoba has increased nearly 100 per cent over that for the previous year. There is a growing conviction among the public of that province that compulsory part-time attendance between the ages of fourteen and sixteen is advisable and necessary.

Vocational education was started in Saskatchewan in 1919 in the Regina Collegiate Institute. During the past year three other schools have undertaken the work and are receiving grants under the provincial and federal Acts.

One of the most interesting and promising features of the work in Alberta is the prevocational and junior industrial education given in Calgary and Edmonton. Classes for students in the early adolescent period are organized to stimulate new interest and effort on the part of backward pupils and to give an insight into certain industrial and commercial fields which will enable the students, with the assistance of teachers and parents, to choose suitable vocations and more advanced courses of training.

The Provincial Institute of Technology and Art at Calgary was opened in November, 1920, and offers a variety of day, evening and correspondence courses to the young people of the rural and urban centres of the province. The aim of this institution is to co-operate with the basic industries of the province in providing suitable training for the future foremen and superintendents of the plants and mines.

During the year new school buildings have been opened in Victoria, Vancouver and New Westminster, B.C., and additional day schools have been opened in seven centres. Additional evening classes were organized in eleven places, an increase of more than 100 per cent over the previous year.

Fuller descriptions of the work being organized and developed by the various provinces are contained in the summarized reports of provincial directors which are included as part of this report. Any one desiring more complete information is referred to the annual reports of the various directors prepared for the provincial governments.

TABLE I.—Money Available and Money Earned by Provinces Under Technical Education Act, for Fiscal Year ending March 31, 1921.

Province	Annual Appropriation	Balance from Past Year	Total Amount Available	Amount Earned by Province
	\$ cts.	\$ cts.	\$ cts.	\$ cts.
*British Columbia.....	48,812 58	23,938 23	72,750 81	29,093 90
Alberta.....	47,050 66	18,458 14	65,508 80	65,508 80
Saskatchewan.....	58,696 90	51,029 00	109,725 90	7,027 18
*Manitoba.....	55,055 94	44,222 61	99,278 55	10,154 45
Ontario.....	259,528 10	112,632 24	372,160 34	372,160 34
Quebec.....	208,100 83	85,482 34	293,583 17	137,730 49
New Brunswick.....	44,798 51	35,335 53	80,134 04	16,577 59
Nova Scotia.....	58,687 67	37,150 57	95,838 24	22,771 11
Prince Edward Island.....	19,268 81	17,963 35	37,232 16	4,143 25
Totals.....	800,000 00	426,212 01	1,226,212 01	665,167 11

*Returns for British Columbia and Manitoba are complete to Dec. 31, 1920, others to March 31, 1921.

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TABLE II.—Summary of Federal and Provincial Expenditures Incurred During School Year Ending June 30, 1921.

Province	Expenditures made by Local Boards				Expenditures made by Provincial Governments							Federal Grant Approved						
	Capital Expenditures	Teachers' Salaries		Maintenance and Supplies	Administration	Teacher Training		Instruction by Correspondence	Grants to Local Boards									
		\$	cts.			\$	cts.		\$	cts.	On Capital Account		On Teachers' Salaries	On Maintenance, etc.	Total			
British Columbia.	79,781 17	\$	cts.	\$	cts.	Nil.	\$	cts.	1,787 46	\$	cts.	31,715 73	20,595 89	Nil.	\$	cts.	52,311 62	29,093 86
Alberta.	173,187 01	126,432 06	23,396 42	7,572 66	Nil.	Nil.	8,762 96	169,924 02	44,575 26	23,396 42	23,789 50	18,275 39	8,910 08	6,910 93	308,873 82	93,555 02	180,500 00	14,384 88
Saskatchewan.	11,015 44	26,944 75	.....	210 40	Nil.	Nil.	Nil.	5,032 81	13,242 38	Nil.	11,635 80	367,691 95	230,359 68	Nil.	598,051 63	180,500 00	12,112 19	23,490 06
Manitoba.	.....	46,645 39	.....	2,186 07	Nil.	Nil.	Nil.	Nil.	1,664 19	Nil.	Nil.	5,796 86	6,015 67	3,613 12	15,425 65	5,219 35	585,469 43	
Ontario.	580,503 37	341,654 93	115,954 74	6,610 04	5,955 14	42,641 90	1,063 86	2,181 70	26,785 00	2,876 52	31,843 22	15,425 65	29,886 06	1,158,051 20	585,469 43			
Quebec.	282,345 36	101,445 84	115,954 74	6,610 04	5,955 14	42,641 90	1,063 86	2,181 70	26,785 00	2,876 52	31,843 22	15,425 65	29,886 06	1,158,051 20	585,469 43			
New Brunswick.	2,738 83	16,764 33	.....	8,020 46	Nil.	Nil.	Nil.	5,796 86	6,015 67	3,613 12	15,425 65	5,219 35	585,469 43					
Nova Scotia.	2,181 70	26,785 00	2,876 52	13,472 71	Nil.	Nil.	1,664 19	2,181 70	26,785 00	2,876 52	31,843 22	15,425 65	29,886 06	1,158,051 20	585,469 43			
Prince Edward Is.	5,796 86	6,015 67	3 613 12	500 77	Nil.	Nil.	Nil.	5,796 86	6,015 67	3,613 12	15,425 65	5,219 35	585,469 43					
Totals.	1,137,549 74	781,172 87	145,840 80	62,380 26	5,955 14	14,856 51	14,856 51	583,406 93	364,258 01	29,886 06	1,158,051 20	585,469 43						

*British Columbia and Manitoba figures are for period April 1 to December 31, 1920.

†Provincial grants to school boards in Quebec are for all purposes. Returns from local school boards not complete.

‡New Brunswick itinerant classes in gas engines are included under correspondence departments.

NOTE.—Expenditures by local boards include all expenditures on provincial institutions.

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PRINCE EDWARD ISLAND

A brief summary of the work being done by the new Agricultural and Technical High School at Charlottetown, is contained in the following statement from the principal.

Under the provisions of the Technical Education Act the province of Prince Edward Island established the Agricultural and Technical School in Charlottetown in November, 1920. The Act providing for its establishment and administration is presented in appendix II. The control and management of the school are in the hands of the Commissioner of Agriculture, but the Superintendent of Education is authorized to visit and inspect it and to advise and assist those in charge. Conditions for entrance, courses of instruction, fees, terms, etc., are regulated by orders and regulations of the Lieutenant-Governor in Council. The school has been organized to meet the special needs of the province and the first six months of its operation have shown it to be well adapted to those needs.

By a special arrangement with the Federal Government a grant of two-thirds of the cost of establishing and maintaining the school is provided. One-third of the cost is borne by the province, one-third by the federal agricultural instruction grant and one-third by the grant under the Technical Education Act. Such an arrangement was rendered necessary by the fact that the institution is a combined agricultural and vocational school and therefore entitled to benefit under both of the federal grants.

Agriculture is the basic industry in Prince Edward Island. The increased use of power machinery—the car, the gas-engine, the tractor, the motor-truck—has rendered instruction in the use of these appliances imperative. The disappearance of the rural blacksmith has rendered a course in blacksmithing a necessity. Farm carpentry—the use and care of tools, the making of necessary repairs to buildings, the principles of building construction, the use of concrete—these are subjects upon which valuable instruction may be given in a vocational school of this kind.

In the new school two distinct courses are provided; first, day classes for full-time students; second, evening classes for part-time students. To the full-time students is given a course in motor mechanics, blacksmithing, farm carpentry and farm engineering, agricultural chemistry and physics, live stock and field crops. Students taking evening classes receive instruction in such subjects as English, arithmetic, motor mechanics, blacksmithing, mechanical drawing and wireless telegraphy.

The total enrolment for the first year was 145; day classes, 35, evening classes, 110.

In addition to day and evening classes short courses of three or four weeks were given during the months of January and February. The subjects stressed were motor mechanics, cheese and buttermaking, wool grading and marketing, seed selection, plant diseases, stock breeding, feeding and judging. Eighty-five students attended these courses last winter.

While there is as yet no urgent demand for instruction in engineering, machine shop practice or commercial subjects, yet it is the policy of the school to establish courses and provide instruction whenever the need arises, provided only that such instruction comes within the scope of the technical education requirements.

NOVA SCOTIA

The character of the work being carried on in the province of Nova Scotia is indicated by the following extracts from the annual report of the Provincial Director of Technical Education, for the year ended July 31, 1920.

SCHOOL OF NAVIGATION

This school, which is run in conjunction with the Department of Marine in Ottawa, continued to render satisfactory service. With the decline in activity in the

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mercantile marine the world over and the reduction in freight rates, the number of men seeking instruction for marine certificates was proportionately lowered. At the same time the appearance of the Canadian Government steamship service offered opportunities for Canadian sailors that had never existed before. With the higher standard of scholarship and knowledge enforced by the British Board of Trade for certificated positions in the merchant marine after the war, it was felt that the Canadian Government would also increase their requirements. If this change takes place, it may be necessary to add to the instructing staff in the Halifax Navigation School, because it is manifestly impossible for a single teacher to handle a diversified list of subjects such as arithmetic, algebra, trigonometry, spherical trigonometry, seamanship, astronomy, navigation, elementary physics and chemistry, shipbuilding construction, and mechanics. During the year twenty men secured certificates in Government examinations.

COMMERCIAL SPANISH

The Royal Bank of Canada, the Bank of Nova Scotia, the Canadian Bank of Commerce, and the Halifax Board of Trade combined to guarantee the salary of a professor of commercial Spanish for a period of three years. Extension classes were arranged for bank clerks, business men, clerks, stenographers, etc., and over 100 students were enrolled in this subject alone.

Classes were also organized at Dalhousie University and the Halifax County Academy. The pupils made extraordinarily rapid progress and some of the employees of the banks were proficient enough at the end of seven months to take positions of responsibility in Spanish-American countries. The Canadian banking institutions which participated in establishing this chair of Spanish have given a large number of business men and their employees the opportunity to become proficient in this language so that they could materially assist in developing our Canadian commerce with the West Indies and South America.

SHORT COURSES

The large numbers of returned soldiers who were being trained at the college for various occupations taxed the facilities of the institution to such a great extent that the short courses, which had proved of such great value in previous years, had to be omitted from the regular programme of work.

SECONDARY TECHNICAL SCHOOLS

This year saw the actual functioning of assistance from the federal treasury to the provinces for secondary technical education under the Dominion Act for the Promotion of Technical Education passed by the Dominion Parliament on July 7, 1919. The Dominion Government reimbursed the province for one-half of the amount it had expended on technical education, except for those moneys spent for training of a college or university grade. This will assist the province materially to realize cherished plans for extending vocational education into new lines of work which had not been undertaken previously because of lack of funds.

The seriousness of the inadequate supply of well-trained vocational teachers is more apparent than the crying need of regular teachers for the public schools. It is almost impossible for the province alone to provide teacher-training facilities for vocational education, yet the work cannot be made broader or more effective until some provision is made for this purpose. It is clearly evident that Nova Scotia must co-operate with some or all of the other provinces to establish an adequate teacher-training institution before many further radical developments can be undertaken.

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INDUSTRIAL CONTINUATION SCHOOLS.

The Evening Technical Schools are of the type generally known as industrial continuation schools, and the classes offered are held for the most part in the evening. For purposes of administration the schools are classified under two heads, viz.: (a) Coal Mining and Engineering Schools and (b) Evening Technical Schools.

The first class of school ministers to those in coal mining communities who desire to prepare themselves for Government certificates of competency necessary in order to hold responsible positions in collieries as officials or stationary engineers. The second class offers advantages of technical instruction to those in industrial communities who wish to increase their knowledge and efficiency in business industry, or in the home.

COAL MINING AND ENGINEERING SCHOOLS.

It is a pleasure to chronicle a decided increase in the number of schools and the number of students in this division of secondary technical education. The attendance has not yet come back to the pre-war level, but there are definite signs that the men who are connected with coal production are again seeking vocational education in order to advance themselves. The operating companies are trying to get men for official positions who have a more complete and thorough technical training in order to meet the increasingly difficult problems arising with deeper mining, submarine operations, etc.

EVENING TECHNICAL SCHOOLS.

These schools consist of groups of evening technical classes in the principal industrial communities arranged to suit the needs of the workers in the dominant industries. The local school boards agree to furnish rooms, heat, light, janitor care and one-half of the cost of the instruction staff, while the province undertakes the other half of the cost of teachers, and provides the special equipment needed. Two new centres applied for organized technical classes, viz.: Westville and Kentville.

In the regular evening classes the following courses were offered, the work in each centre varying with the size and dominant industries of the town or city:—

Practical arithmetic	Direct current machinery
Business English	Alternating current machinery
Practical algebra and geometry	Gasoline engines
Book-keeping	Automobile running and repairing
Stenography	Elements of chemistry
Typewriting	Technical chemical analysis
Mechanical drawing	Metallurgical chemistry
Machine drawing	Dressmaking
Machine design	Skirt making
Architectural drawing	Garment making
Building construction drawing	Millinery
Architectural design	Cooking
Building construction estimating	Home economy
Car building design	French conversation
Structural steel drafting	French composition
Elements of electricity	

Prizes.—In order to promote the efficiency of the classes and to stimulate individual effort, a certificate of merit was awarded to the person in each class who made the most progress during the year. In Halifax, the Board of Trade offered \$250 in cash prizes, which was divided up and awarded on the same basis. This generous action on the part of the business men and manufacturers had a notable effect in producing a keen competition among the classes in Halifax.

ADVISORY BOARDS AND STAFFS.

In each community where the evening technical schools are held, there is a committee of business men and manufacturers who co-operate with the school board and the Department of Technical Education in the general conduct of the school. The advice and co-operation of these men have been invaluable in the success of these schools and in securing the attendance of employees in evening classes, and in working out the details of the actual instruction offered so that it would be vital and practical to the large variety of students who were striving to improve themselves.

NEW BRUNSWICK

The first school to operate under the New Brunswick Vocational Act, 1918, opened its doors in October, 1919. The following extracts from the second annual report of the New Brunswick Vocational Education Board covers the work done from that time to October 31, 1920. Much of the work of this year was referred to in a previous report written at the end of 1919.

It will be noted that the main development has taken place in evening vocational schools. This is because these utilize the spare time of existing school plants and the leisure of the people. This means economy; and because it gives technical knowledge to the workers which they can immediately put into practice, it is regarded as a most efficient form of vocational training. The night school is capable of great development. Complete high school and even university courses are now being given in the evenings elsewhere.

Day vocational schools are much needed, and there is evidence that these will be developed in several cities and towns as departments of the present high schools. The lack of teachers and the expense entailed will make growth slow in this connection. The generous Government aid and the teacher training policies will doubtless induce development eventually, however. Just now building programmes are everywhere being delayed in the hope that costs will recede.

Much of the work in the initiation of any movement must partake of the nature of organization and propaganda; the real results of which do not appear till later. The first year's work under the Vocational Act, however, shows substantial progress. The evening school has already become quite general, and one successful day school has been established.

DAY SCHOOLS

Woodstock and Carleton County have the honour of establishing the first day vocational school in New Brunswick. It was the only one in operation during the year. This institution is really three schools, as it carries on separate courses in agriculture, commercial work, and home economics. Each course demands the full time of the students enrolled therein.

The Carleton County Vocational School is maintained jointly by the town of Woodstock and the county of Carleton on a fifty-fifty basis. Its day enrolment, first year, was fifty-two. It represents a type of institution which in method of support, plan of organization, and general objective may be copied with profit in other counties of the province.

While ten New Brunswick communities adopted the Vocational Act in 1920, three of these failed to get classes in actual operation for lack of accommodation, teachers, etc. The committees of seven school boards, however, carried out very successful programmes in the following places: Fredericton, St. John, Chatham, Newcastle, Woodstock, Milltown and McAdam. Teachers employed in the evening schools are persons living in the community where the work is carried on, who possess an expert practical knowledge of the subject handled.

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The object of the evening vocational school is to give adults an opportunity to procure training which they had no chance to get earlier, and which will help them in their daily employment. A good beginning has been made and the outlook is that evening classes will be widely adopted throughout the province within the next few years. The great difficulty in the smaller places is to procure suitable teachers. The supply of these, however, and the effectiveness of the courses will increase as the movement grows.

ITINERANT SCHOOLS

There are many people engaged in the fishing industry of this province. The gas engine has revolutionized the fisherman's job of the past decade and a half. Countless new problems of science and mechanics now confront him for solution. If he is less at the mercy of winds and calm, he has become dependent upon an intricate machine for locomotion. To assist him and others using the gas-engine in their work with this new problem, the Vocational Board engaged Mr. A. H. Whitman, B.Sc., a technical expert, to conduct short courses in small communities along the coast and inland during the spring and early summer of 1920.

Mr. Whitman was supplied with a light moving-picture machine, films, charts, engine parts, etc. This equipment he carried into eleven of the communities of the province and conducted short intensive three-day courses, on the principles, operation and repair of the various types of gas-engines. He organized and carried out this service in Grand Harbour, Woodard's Cove, North Head, Seal Cove, Martsville, Stanley, Bayfield, Port Elgin, Shediac, Buctouche and Rexton. In all, 265 men received instruction.

This is a branch of vocational work for which the need is new and insistent. With the almost universal use of the motor-car and the rapid spread of truck and tractor, it will soon be necessary for the majority of our people to have at least some knowledge of the gas-engine. It is therefore proposed to extend and develop vocational courses in this field.

TEACHER TRAINING

The greatest single need in the development of vocational education not only in this province, but throughout Canada, is an adequate supply of competent teachers.

As will be noted in the report of the Ottawa National Conference on Technical Education, an effort is being made by the provinces to co-operate in the establishment of a central teacher training institution. New Brunswick has already officially agreed to enter upon this undertaking.

In addition to technical knowledge and skill, the vocational teacher must possess professional knowledge and ability to teach. Those who are now qualified technically and practically will be professionally prepared at the central institution. They will probably have to be paid while taking courses. New York State gives scholarships of \$2,000 each, to a certain number of selected workers from the trades to enable them to prepare to teach in vocational schools.

The New Brunswick Vocational Board now has a policy of training teachers by subsidizing selected ones to study abroad, and through its annual summer school which was held at Woodstock this year from July 6 to August 5.

SUMMARY OF ACCOMPLISHMENTS

During the first year's operation the New Brunswick Vocational Act has provided a day vocational service in one county, evening schools in seven communities, and short gas-engine courses in eleven other districts. Definite day courses have been taken by fifty-two pupils. Evening and short courses have been completed by 1,699 men and women.

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Seventy teachers have been employed, eighty-one prospective vocational teachers have been given an intensive summer course, and fifteen have been assisted to take more extensive courses abroad.

It is evident therefore that if as much new ground can be broken annually during succeeding years, vocational training will soon cover the province.

PROSPECTIVE RESULTS

Education is always a slow process. The main returns for the expenditure of money and energy in vocational education during 1920 have not yet had time to appear. and will not fully emerge for years.

In the establishment of any service many expenditures must be made which will not soon recur. For example, equipment now paid for will do duty for ten or more years. In the development of vocational education much time and money will be consumed in preparing qualified teachers, which we must have in order to finally succeed.

Then there is the difficulty always attendant upon introducing new ideas. The prejudice against change, and the inertia of the public must be overcome in order to secure progress. For example, the board is anxious that day vocational schools be established. Only one is open so far. Others, however, will open sooner or later as the result of organization and propaganda work already done. In fact, notwithstanding bad financial conditions, and high costs, one, and possibly two or three additional day schools will open next year. Night schools are sure to develop.

The movement is really on the march, and the board hopes soon to be able to utilize additional agencies to make the service universally effective throughout the province.

QUEBEC

In March, 1921, Mr. A. Macheras, former Director of Technical Education for Quebec, left Canada to assume his new duties as Inspector of Technical Services to the Ministry of Pensions, Paris, France. The vacancy has not yet been filled and consequently no progress report has been received from this province.

The work in Quebec is steadily growing along sound practical lines. A very complete new school has been opened at Three Rivers and a splendid building is nearing completion at Hull. Technical schools are now in operation in Quebec, Montreal, Three Rivers, Sherbrooke, Beauceville, and Shawinigan Falls. All of these schools are growing and it is expected that new schools will be erected at other centres in the near future. The Montreal Technical Institute and the school for higher commercial studies in the same city, also show increased enrolments over last year.

In all of these schools provision is made for instruction in both French and English. The vocational training provided in the evening classes includes such subjects as mechanical drafting, wood-working, electrical work, automobile repairing, foundry work, sheet metal work, machine shop practice, stationary engineering and general construction work. Regular four-year day technical courses, including instruction in academic and related subjects, are provided for adolescents. The pupils are grouped according to the trades or occupations which they intend to follow, such as: foundry work, machine shop, woodworking, automobile work, electrical work, etc. Special day classes for those engaged in the various industries are also provided as required.

The work conducted in the school for higher commercial studies in Montreal includes preparation for the diploma of licentiate in commercial sciences and training for expert accountants. The school is equipped with a splendid library and a growing museum containing, among other useful collections, approximately five thousand samples of various kinds of raw materials. Students in this school are taken on

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visits to the principal industrial and commercial establishments of the city in order to study the methods of production and distribution and become familiar with actual working conditions.

During the year the Council of Arts and Manufacturing conducted day and evening classes in fifteen localities—an increase of five schools over the preceding year. These classes had a total enrolment of over 2,500 pupils, an increase of 27 per cent over last year. They provided instruction in the following subjects: commercial design, drafting, modelling, painting, music, woodworking, plumbing, millinery, sewing, tailoring and telegraphy. The character of this work is purely vocational and is recognized as such by both the Provincial and Federal Governments.

ONTARIO

The report of Director of Technical Education for Ontario covers the year ended June 30, 1921. The following summary of the report outlines the principal developments and shows the growth of the work during the year.

PROGRESS DURING THE YEAR

The advance made in organization of vocational instruction has been very gratifying. Evening schools were organized in thirteen new centres in the academic year 1919-20. In the autumn of 1920 new schools were opened at Barrie, Fairbank, South Porcupine, Preston, Espanola, High Falls, and Kenora. The enrolment of students and the interest of the public in the new schools give promise of permanent service. Evening classes are now being conducted successfully in fifty-eight centres. The total enrolment shows an increase over last year of from 16,733 to 26,527, or 58.5 per cent. The enrolment in the day industrial classes was 1,234, practically the same as for the last year. There was an increase of over 7 per cent in the number of girls, but the figures for the boys show a decrease of over 2 per cent. The increase of boys and men in the evening classes was 85 per cent.

The growth during the year is shown also by the remarkable increase in the amounts spent on the promotion of industrial and technical education. The total receipts of the province for the purpose of technical education amounted to \$1,504,968.95, an increase of 80.85 per cent over last year. The total expenditures amounting to \$1,362,570.35, show an increase of 106.74 per cent. The large balance indicated is accounted for by the fact that the financial statements are for the calendar year, while the expenditures are completed at the end of the school year.

LEGISLATIVE GRANTS

Grants are paid to the local boards according to the following scheme:—

(1) *Salaries*.—A grant calculated as follows: 75 per cent of the expenditures on salaries up to and including \$2,000, and the following percentages of all expenditures on salaries above that amount; 66⅔ per cent of the expenditure above \$2,000, and up to and including \$5,000; 50 per cent of the expenditure above \$5,000, and up to and including \$10,000; 33⅓ per cent of the expenditure above \$10,000, and up to and including \$15,000; 25 per cent of the expenditure above \$15,000.

(2) *Equipment*.—Fifty per cent of the cost of equipment specially provided in any one year for evening or day Industrial, Technical or Art Schools and approved by the Minister.

(3) *Buildings*.—Fifty per cent of the cost of buildings especially constructed for day or evening Industrial, Technical or Art Schools and approved by the Minister.

(4) *Equipment and Buildings in the Districts*.—The yearly grant provided in (2) and (3) is 75 per cent in each case.

This scheme of paying grants affords substantial aid to local municipalities in erecting and equipping special industrial, technical and art schools. The year 1920 is the first full calendar year in which this scheme has been in force. The effect of the grants on capital expenditure in stimulating local school authorities to provide vocational education is seen in the large grants on equipment and on buildings earned during the year. (See table II.)

BUILDING OPERATIONS

As has been pointed out in previous reports, the extension of day and evening vocational work in the province has been limited by the lack of suitable buildings and equipment. To remove this obstacle the department, in reconstructing the scheme of grants when the Dominion funds became available for vocational education, provided for liberal assistance to municipalities that would undertake to provide satisfactory accommodation for vocational classes. Assistance is given in accordance with an agreement made between the municipality and the Minister of Education, in which the municipality promises on its part to promote diligently the work of vocational education, to endeavour to use the building or portion of the building set aside for vocational education to its fullest capacity, and to provide such management, teaching staff and equipment as meet the approval of the minister.

The liberal grants available under such agreements have had a marked effect in stimulating building operations during the year. Niagara Falls has completed a building, erected on the grounds of the Collegiate Institute, for vocational education. The building has two stories, without basement. It provides for classrooms, a wood-working shop, a machine shop, a mechanics' laboratory, and electrical laboratory, a draughting room, a cooking laboratory, and a dressmaking room. A special feature is the electrical laboratory, which has been designed to provide accommodation and equipment for training the numerous electrical workers in the district in the management and maintenance of equipment used for the generation and transmission of electrical energy. The building was occupied in January, 1921.

In Sudbury the new Technical School building has been completed. This building has three stories, without basement, and is of reinforced concrete and brick construction. It is specially designed for teaching mining classes and is generously provided with the necessary laboratories, shop and milling rooms for efficient instruction in both day and evening classes in the mining and related industries. This building will be equipped, ready for occupancy, in September, 1921.

The erection of the new Technical School wing of the Fort William Collegiate Institute has proceeded rapidly, and the building will be ready for use in September, 1921. It is of reinforced concrete and brick, of the same design as the new Collegiate Institute wing recently erected, and is provided with shops and a specially-designed electrical laboratory.

A new building for the Ontario College of Art has been erected by the Ontario Government, under the Industrial Education Act, on a site adjacent to the Art Gallery. In this new building the College of Art will have greatly improved facilities for carrying on its work, and particularly that directly related to industrial design and applied art.

A referendum on the question of co-operation in the building of a technical school was carried by large majorities in Windsor and Walkerville. The necessary legislation has been secured and a joint board or commission formed to push forward the project. The referendum approved a proposal for a building costing approximately \$500,000.

The Advisory Industrial Committee of the Board of Education of Toronto has submitted and received approval of plans for a new branch technical school in the east end of the city. The committee of the Hamilton Board has also submitted and

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received approval of plans for the erection of the main building of the Hamilton Technical School.

INTERESTING FEATURES IN THE EXTENSION OF THE WORK

The reports of the organizers of their visits of organization or inspection furnish many interesting illustrations of the importance of the work and of the means taken to extend it. For example, the report on Sudbury instances the case of a young man who had attended the 1919-20 classes in mathematics in Sudbury and was transferred during the summer to High Falls. Appreciating the value of the instruction received in the class and desiring to continue his study, he personally organized a class among the men in the power plant at High Falls. This class, thirteen in number, included all the men in the plant. This class was reported to the Department of Education and was placed under the charge of the Sudbury Advisory Industrial Committee.

A novel feature of the evening class work in connection with commercial classes in Fort William during the season 1920-21 is a course of lectures on modern business given by the leading business men of the city. These lectures are free and no enrolment is required of the persons attending them. Each of the lectures has been attended by about seventy persons, including not only prominent business men but juniors from the banks, offices and shops.

It is stated by persons who attended the lectures that they are interesting, practical and instructive. The success of this feature of the Fort William evening class work suggests that such a course of lectures might be organized in other centres, not only on commercial subjects, but on industrial or other vocational subjects. A course of lectures on modern industry, for managers, superintendents, foremen and men, might include such subjects as the following: shop management, employment management, raw materials, transportation, exchange, markets, group insurance, Compensation Act, Factory Acts, industrial relations, adolescents in factories and in schools.

Another special feature of the year's work has been the applications from unemployed persons for instruction in slack-time day classes. In several of the technical schools—Hamilton, London, Ottawa—arrangements have been made for the admission of such applicants and for providing the instruction desired.

THE APPOINTMENT OF AN ORGANIZER FOR GIRLS' AND WOMEN'S WORK

The increasing demands for instruction made it advisable to appoint an officer to take charge of the organization of the home-making and the trade and industrial classes for girls and women. Miss Elsie I. McKim, who has had a thorough training and wide experience in all branches of the work, was given charge of this department. She entered upon her duties in September and has visited most of the schools. She has been of great assistance to the principals and teachers in organizing their courses and in improving the methods of instruction.

PREPARATION FOR THE OPERATION OF THE ADOLESCENT SCHOOL ATTENDANCE ACT

School boards have been seriously considering the preparations which should be made for the operation of the **Adolescent School Attendance Act**. The necessity for offering a variety of courses to meet the needs of those who will be required, by the terms of the Act, to remain in school under either part-time or full-time instruction, is presenting many new problems.

Advisory committees are concerned with providing the courses and the accommodations for those who will desire to take vocational as well as academic instruction. These committees in a number of cities have asked for assistance from the Department of Education in ascertaining their needs and in forming plans to meet them.

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In most cases the assistance asked for could not be given until certain facts bearing upon local situations were ascertained. To obtain these facts surveys have been made in a number of centres by officers of the department.

*INDUSTRIAL EDUCATION SURVEYS

The following surveys were made during the year: The border cities (Ford, Walkerville, Windsor, Sandwich, Ojibway), and St. Thomas, by Dr. J. C. Miller; Galt, Guelph, Peterborough, Timmins, St. Catharines and Belleville, by Dr. Miller and F. S. Rutherford; Fort William, Chatham and Kenora, by F. P. Gavin; Brantford, by Dr. Miller and F. P. Gavin.

The information required in most cases relates to the following questions:—

(1) Is the need for vocational education in the community concerned sufficient to justify the establishment of a day vocational school, under the provisions of the Industrial Education Act?

(2) If established, what should be the range of work undertaken by such a school?

(3) What accommodation should be provided and within what general area should such a school be located?

The making of these surveys was greatly facilitated by the co-operation of the local organizations representing employers and employees, the municipal officials, the members of the school boards and advisory industrial committees, the school principals and inspectors. The individual employers and their executive officers were invariably willing to give the information desired, to show the agents of the department through their plants, and to discuss with them in a helpful fashion the ways in which the preparatory and supplementary training which can be given in a vocational school would be of value to the industries.

In general, the information required to answer the questions proposed includes the following:—

(1) Adolescents attending school classified as to age and grade.

(2) Adolescents not attending school—estimated as closely as available data permitted.

(3) General employment classification—industrial and commercial.

(4) Employment classification of girls and women.

(5) Employment classification of adolescents.

(6) Growth and distribution of population and schools.

(7) Lines of traffic—streets and street cars, etc.

(8) Financial status of municipality—assessment, tax rate, indebtedness.

(9) Best judgment of those engaged in industrial and commercial work regarding (a) the most suitable preparatory training before employment, and (b) the most suitable supplementary training during employment.

(10) Preliminary information regarding the operative and manipulative skills and the relative knowledge required for successful participation in the various occupations.

NUMBER OF ADOLESCENTS FOR WHOM INSTRUCTION MUST BE PROVIDED

School boards are particularly interested at the present time in obtaining information regarding the number of pupils for whom full time and part time instruction must be provided under Section 3 of the Adolescent School Attendance Act. Calculations have been made from actuarial tables and the returns of the Dominion Census, and the results have been compared carefully with the information obtained in the

*The report on the Peterborough survey is included in the provincial director's report to the Minister of Education.

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surveys made by the officers of the department. The general conclusion is that adolescents between fourteen and sixteen years of age constitute about 3.5 per cent of the population in urban centres, and that of the total number of adolescents within these age limits, from 50 to 60 per cent are already in attendance at school. While the numbers may vary in different municipalities, the figures are sufficiently accurate to give boards a fair idea of the number of pupils to be provided for under a strict enforcement of the Act.

SUMMER SCHOOL FOR TEACHERS OF VOCATIONAL SUBJECTS

Arrangements have been made for conducting summer school classes from July 4 to August 5 for teachers of trade or vocational subjects, who have not had any teacher-training. At present many of these hold only Temporary Certificates. All teachers holding only Temporary Certificates will be required to qualify for Interim Certificates not later than September, 1924. Such Interim Certificates will be granted to all teachers who complete the prescribed work and pass the examination tests of two summer sessions.

The courses of study to be taken by all the students are:—

“Aims of Education.”

“General Methods.”

“Principles of Teaching.”

“Lesson Plans.”

In addition to this work the students will be organized into trade groups for preparation of “Courses of Study” and conferences relating to the particular subject they teach.

Travelling expenses and a living allowance of \$1.25 per diem will be paid to the teachers finishing the course, provided they are teaching in one of the vocational schools of Ontario.

MANITOBA

The following statement from the Director of Technical Education for Manitoba covers the period from March 31, to December 30, 1920.

Technical education in Manitoba has had continued development in both day and evening classes. In the day classes work has been given in the commercial course, practical arts course for boys, practical arts course for girls and part-time courses in printing.

The greatest progress, however, has been made in the evening classes. In the Winnipeg evening schools the attendance has jumped from one thousand eight hundred and eighty-eight in 1919 to three thousand five hundred and seventy-one in 1920, showing a gain of nearly one hundred per cent in attendance. Courses were given in blacksmithing, tool smithing, machine shop, electrical engineering, practical mathematics, electrical license, electrical salesman, armature winding, magnetism, wireless, automobile electricity, telegraphy, mechanical drawing, elementary woodwork, advanced woodwork, carpentry, wood-turning, pattern-making, architectural drawing, machine drawing, design, sign-writing, printing, estimating, civil service, building construction, tinsmithing, book-keeping, stenography, advanced stenography, type-writing shorthand (Russell, Greig and Pitman), English, arithmetic, dressmaking, domestic science, plain sewing, millinery and advanced housekeeping, and in practically all cases an exceptionally high average attendance was maintained throughout the year.

Evening courses in drawing and mathematics were introduced and successfully conducted in Transcona. Selkirk has installed an excellent equipment for home economics for women and woodwork for the men with the intention of carrying on

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evening as well as day classes. Teulon, Balmoral and Gunton have introduced home economics and woodwork into their schools and employ a homemaking expert on a circuit basis. Courses in woodworking and agriculture are carried on in a similar manner. In Brandon home economics and commercial courses have been carried on as usual and the same amount of time has been devoted to home economics in Virden, Dauphin and Stonewall. Portage la Prairie has engaged teachers of home economics and woodworking for the coming year and will install equipment suitable for day and evening work immediately.

Part-time education is receiving serious consideration in public opinion and the feeling is growing that compulsory part-time attendance between the ages of fourteen and sixteen is advisable and necessary.

SASKATCHEWAN.

Vocational education in Saskatchewan has not been sufficiently developed to require the services of a director. As there are few manufacturing industries in the province, the problem of the urban centres is not one of training artisans, but rather one of providing suitable instruction which will retain the interest of adolescents after they leave the elementary public schools.

Day vocational schools are now being operated in Regina, Weyburn, Moose Jaw and Yorkton. The vocational work in these schools is principally commercial subjects, home economics, and woodworking, although in Regina additional classes are provided in metal working, drafting, motor mechanics and tractor work.

Evening classes are conducted in each of the schools and courses are provided in the following subjects: business English, applied mathematics, physics, applied chemistry, commercial subjects, higher accountancy, painting and showcard writing, drafting, carpentry, machine shop practice, motor mechanics, electrical work, plumbing, domestic science, dietetics, dressmaking and millinery.

Reports have not been received giving the attendance in the different schools and classes, but the rapid growth of the work in this province along the lines indicated is evident when it is stated that last year's report showed only one day school and no evening classes.

ALBERTA.

The progress and development of vocational education in the province of Alberta for the year ended June 30, 1921 are outlined in the following summarized report of the Provincial Director of Technical Education.

During the year 1920-21 vocational instruction was given in twenty-one centres in the province. The cities provided day as well as evening instruction and extended the work considerably. Courses in cookery, millinery, dressmaking and sheet-metal pattern drafting were organized in Calgary, in addition to the work given the previous year in the evening classes. In Edmonton a class in steam engineering was organized for the first time. All of the work given the previous year was continued. In Lethbridge a considerable development took place. The new work undertaken included motor mechanics, mining science and steam engineering. The volume of work was increased in all these cities.

There was the same number of centres carrying on night classes for miners. The organization of courses for steam engineers was followed by the opening of classes in steam engineering in five of the larger centres in the province. Motor engineering was undertaken in seven centres. Four of these classes were organized in the larger towns and the enrolment included near-by farmers who are operating tractors.

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PREVOCATIONAL AND JUNIOR INDUSTRIAL EDUCATION.

The cities of Calgary and Edmonton have established prevocational courses of study. The work is carried on in the Victoria Prevocational School in Calgary and as a department of the Technical School in Edmonton. The pupils in attendance at these courses in the two cities are enrolled from grades 7 and 8. A course equivalent to grade 9 is given also at the school in Calgary. Half of the school day is devoted to academic studies and half to practical work in industrial and home economics subjects. Commercial work in shorthand and typewriting is also given at the Calgary school. In both schools the enrolment has grown rapidly, and further accommodation and expansion are an immediate necessity, in order that all desiring to take advantage of this new and successful method of education may do so.

To the course as given in Edmonton only pupils who have reached the age of fifteen years or over are admitted. The main purpose, as indicated by a standard of grade 7 and an age of fifteen years or over, is to reach and especially benefit the boy or girl who has fallen behind in the ordinary school work. These students are initiated into a programme of work richer in industrial and manipulative material than that in the regular school. The new experience stimulates them to new interest and effort with the result that a fresh start is made at school tasks. The new work gives the boy or girl an insight into and experience in certain industrial and commercial fields which have both a cultural and economic value in the business world and for this reason appeals to both parents and children as strong grounds for better and longer school attendance.

The subjects of study covering two years' work are as follows in Edmonton:—

<i>Academic.</i>	<i>Practical.</i>
English	Mechanical drawing
Arithmetic	Woodwork
History and civics	Printing
Geography	Machine shop practice
Penmanship	Household arts
Art	Household science
Science	

In the Prevocational School at Calgary the pupils are admitted at grade 7 irrespective of age.

The academic subjects are those given above.

The practical subjects are as follows: woodwork, forgework, sheet-metal work, leather work, printing, household science, household arts, shorthand, typewriting.

The list of practical subjects is greater than in the Edmonton prevocational course since the main purpose is different. The avowed intention of the course is not to help retarded pupils mainly, but to allow them to try out courses of study and to enable them through knowledge and sampling of courses to make a more intelligent selection of some gainful occupation suited to their tastes and capacities. These courses enable a student to find out what he likes and also what he dislikes. The enrolment of students when grade 7 is reached irrespective of age permits students to undertake a kind of school work which appeals more strongly to them, and undoubtedly this plan will prevent the retardation which takes place so often between the ages of 12 to 15 years.

The effects upon the students are similar in both schools since the fundamental conditions are so similar. The teachers are of the same type, the programme in both cases gives half time to practical subjects, and a useful product is made.

The pupils make good progress in their ordinary studies and they finish the course with a training in drafting and shopwork which is of economic value in making a start in life. Those who complete the printing course in Calgary school

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are given one year's credit on their apprenticeship. All the boys have gained a good knowledge of drafting, which is the universal language of the artisan, and this knowledge will be of value to them in reading blue prints, and in estimating quantities should they decide to enter the building trades or become contractors. The courses given to the girls have a commercial, homemaking, and also a trade-preparatory value.

Both of these special school courses accomplish the following good results: They stimulate the pupils to renewed energy, very often upon the regular school subjects. They retain longer in school, pupils who have found school tasks irksome. They assist pupils to make a more intelligent choice of a vocation. They offer useful training, preparatory to entrance upon homemaking or industrial and commercial employment. They provide the foundation work for higher academic and particularly higher technical and vocational instruction.

THE EDMONTON TECHNICAL SCHOOL

The two main functions of this school are the preparation of students for entrance into the faculties of engineering and home economies at the university, and for entrance into industrial life with an adequate training for a larger field of usefulness. Another important function of the school is dealt with under the heading "Prevocational Education."

The courses offered are well balanced and ensure a sound education in English, mathematics, science, history, civics and geography, and, in addition, a good basic training of a vocational character in wood, metal and power for the boys, and in homemaking and industrial work for the girls.

PROVINCIAL INSTITUTE OF TECHNOLOGY AND ART

This branch of the activities of the Department of Education was first organized in 1916 by the establishment at Calgary of the Provincial Institute of Technology and Art in the Colonel Walker School. As the most pressing need at the time was the retraining of soldiers, the buildings and equipment were transferred to the Federal Government for that purpose.

On October 1, 1920, the property was returned to the province, together with all the new equipment which had been purchased by the Department of Soldiers' Civil Re-establishment. This equipment is in use at the present time and is valued at \$100,000. The department, on reassuming control, immediately appointed a staff of specialists, organized the various courses and opened the first classes on November 8, 1920, with an initial enrolment of 279. The total enrolment for the year was as follows:—

Day classes	189
Correspondence classes	220
Evening classes	227
Total	<u>636</u>

The students, with the exception of those in the evening classes, were mostly from the rural districts of the province.

The Day's Programme.—One aim of the institute is practical co-operation with the basic industries of the province. For this reason the courses are as practical as is possible in an educational institution. Special attention is given to the shop-work instruction. The school day is six hours and at least half of each day is spent at shop-work, and this shop period is devoted entirely to practical work. The remainder of the day is devoted to science, theory and academic work.

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Technical Leaders.—As organized at present the institute is endeavouring to train students to become the practical and technical leaders in the industries of the province. It is the hope and aim that its graduates will in a few years be in demand as foremen and superintendents. In addition to increased remuneration for his work, the student who gains a technical knowledge of the fundamentals of his trade or occupation should take a greater interest in his work and become a more permanent unit in the industrial and commercial life of the province.

Courses Organized.—The classes organized during 1920-21 were as follows:—

<i>Day</i>	<i>Correspondence</i>	<i>Evening</i>
Steam engineering	Mining engineering—	Steam engineering
Electrical engineering	First class	Electrical engineering
Tractor engineering	Second class	Motor mechanics
Motor mechanics	Third class	Car owners
Drafting—	Steam engineering—	Drafting—
Architectural	First class	Architectural
Mechanical	Second class	Mechanical
Railway	Third class	Telegraphy
Special tractor engineering (5 weeks)		Machine shop practice
		Armature winding
		Battery and ignition
		Applied mathematics

Other courses will be organized when the need for them is shown.

COMMERCIAL EDUCATION

This form of vocational education is definitely recognized by the department as necessary to prepare young people for entrance into the business world. At present commercial education is given at Calgary, Edmonton and Lethbridge as a branch of the activities of the school boards in these cities. The courses offered extend over one and two years. The students receive instruction in shorthand, typewriting and book-keeping, and in such subjects as commercial geography, commercial law and office practice. The study of English, arithmetic, and history is continued.

These courses are open to students of high school standing, and are intended to equip them with a special business training and also to advance their general education.

A special one-year course is also available for those who find themselves unable to take the full two-year course. In the former course two options are given. The students may specialize in either shorthand and typewriting or in book-keeping. Both courses are attractive to students, and the business community is absorbing the students with the longer and also with the more limited training.

The introduction into the business world of such machines as the comptometer, adding machine, dictaphone, multigraph, addressing machine, and billing machine is bringing about modifications in the courses offered to students seeking more practical knowledge and mechanical skill as a preparation for office work.

The standard of work in the schools compare favourably with those of similar schools elsewhere and their graduates are receiving recognition by business managements in the three cities where they are established. The Department of Education assists the schools financially and grants diplomas to successful students. It also makes special grants for business education given in the evening classes for adults organized in the cities of Calgary, Edmonton and Lethbridge.

In 1920-21, 513 pupils were enrolled in the commercial courses. Of these there were 262 in Calgary, 212 in Edmonton, and 39 in Lethbridge. It is expected that commercial work will be organized in Medicine Hat at an early date.

BRITISH COLUMBIA

The work of the past school year in the province of British Columbia is briefly outlined in the following report from the Provincial Organizer of Technical Education.

Day technical schools are now organized in the cities of New Westminster, Vancouver and Victoria. The course of study is composed of the following subjects: English, citizenship, economics, mathematics, mechanics, physics, electricity, drawing and design, woodwork, chemistry, sheet-metal work, forge-work and machine shop work.

The Department of Education has granted the sum of \$12,000 to the city of New Westminster to complete the remodelling of the T. J. Trapp Technical School and \$1,825.51 towards purchasing additional equipment. To Vancouver city a grant of \$10,211.11 has been paid to further the equipping of this technical school, and to the city of Victoria the sum of \$3,074.35 has been granted for the same purpose.

The following table shows the number of students attending these schools, the staffs engaged in the work of instruction, and also the number of students taking commercial work in seven other cities in the province.

DAY SCHOOLS

Schools	Students			Teaching Staff		
	Technical Courses.	Commercial Courses	Home Economics Courses	Technical	Commercial	Home Economics
<i>Technical—</i>						
New Westminster.....	68	113	16	1 full time..	1 full time..	1 full time
				6 part time.	5 part time.	4 part time
Vancouver.....	287	386	66	15 full time.	14 full time.	2 full time
						5 part time
Victoria.....	88	168		2 full time..	6 full time..	
				6 part time.	7 part time.	
<i>Commercial—</i>						
Kamloops.....		26				
Ladysmith.....		19				
North Vancouver.....		48				
Nelson.....		33				
Point Grey.....		28				
Revelstoke.....		27				
South Vancouver.....		68				
Totals.....	443	916	82	18 full time.	21 full time.	3 full time
				12 part time	12 part time	9 part time

NIGHT SCHOOLS

Night schools are conducted in twenty-one cities and municipalities in the province, with an attendance of 3,197 students. The names of these places with the number in attendance, are as follows:—

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Place	Students	Courses of Study
Bevan.. . . .	19	2
Chilliwack.. . . .	45	6
Coal Creek.. . . .	6	1
Colwood.. . . .	11	1
Duncan.. . . .	77	3
Chemanius.. . . .	15	1
Granby Bay.. . . .	221	10
Happy Valley.. . . .	16	1
Merritt.. . . .	28	3
Michel.. . . .	17	2
Mission.. . . .	76	5
Metchosin.. . . .	13	1
Nanaimo.. . . .	42	6
New Westminster.. . . .	107	8
North Vancouver.. . . .	86	6
Revelstoke.. . . .	60	3
Saanich.. . . .	87	3
South Vancouver.. . . .	261	8
Thrums.. . . .	9	1
Vancouver.. . . .	1,436	29
Victoria.. . . .	564	21
Total.. . . .	3,197	

The courses of study embrace the following:—

Business English and arithmetic	Book-keeping
Accounting	Commercial law
Typewriting	Shorthand
Salesmanship	Economics
Stationary engineering	Mechanical drawing
Mathematics	Electrical engineering
Automobile engineering	Ignition
Navigation	Carpentry and Joinery
Shipbuilding	Cabinetmaking
Plumbing	Dressmaking
Millinery	Cookery
Drawing and design	Showcard writing.
Pharmacy	

The instructors are invariably men and women who are practising their crafts in the daytime and who are considered efficient therein.

CORRESPONDENCE CLASSES IN COAL-MINING AND MINE-SURVEYING

Correspondence courses in coal-mining and mine-surveying are conducted by the Department of Education, and 135 students are enrolled.

The instructor holds papers not only from British Columbia but also from Alberta and Nova Scotia. He has proved himself to be an excellent mine manager and engineer and believes that the co-operation of night school tutorial classes with the correspondence courses is proving a successful way of providing effective tuition to men who work under the disadvantages of the three shift system.

The courses of study are as follows:—

No. 1. Preparatory Mining Course for boys over fourteen years of age, who have left school.

No. 2. Course in Arithmetic and Mathematics.

No. 3. Course for Fire Boss, Shift Boss, or Shotlighters' Papers (third class).

No. 4. Course for Overman's Papers (second class).

No. 5. Course for Mine Managers' Papers (first class).

No. 6. Course in Mine Survey Work.

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A gradual development of the work of technical education is taking place in the province and next year will see an additional school at Trail, a city situated amidst mining activity in the Kootenay country.

Considerable progress has yet to be made with the organizing of intensive trade courses in Vancouver, and before long we hope to have a general linking up of the schools and industrial plants in that city.

APPENDIX I

RESOLUTIONS ADOPTED BY THE NATIONAL CONFERENCE ON TECHNICAL EDUCATION, OTTAWA, OCTOBER 25-26, 1920

I. Whereas the supreme need in the proper and efficient development of technical education throughout the Dominion of Canada is an adequate supply of specially trained and skilled teachers;

And whereas, only a very small number of thoroughly trained vocational instructors has been found in any and all of the provinces;

And whereas, no institution exists in Canada for the preparation and training of teachers of vocational subjects;

And whereas, the work of training such teachers can be done more economically and more efficiently by interprovincial co-operation than by independent efforts;

And whereas, such co-operative action will aid in the development of broader conceptions on the part of the individual teachers and a more intense national spirit;

Be it resolved that the representatives of the Departments of Education of the several provinces of the Dominion in conference assembled urge that immediate action be taken in the following direction:—

(1) That the Federal Government and the various provinces co-operate to establish and maintain one central institution for the adequate training of special teachers for vocational education.

(2) That the basis of co-operation should be as stated hereunder:—

(a) That the Federal Government provide the accommodation and equipment and one-half the cost of maintenance.

(b) That the Provincial Governments combine to bear the other half of the maintenance costs in proportion to the urban population of each province, included in towns and cities having over 3,000 inhabitants.

(c) That the ownership and management of the institution be vested in a board of governors with condition that the ownership shall revert to the Federal Government in case the property should no longer be required for the designated purpose; the members of said board to be appointed as follows: Three by the province of Quebec, three by the province of Ontario, one by each of the other provinces, and two by the Federal Government; members to be appointed for three years, one-third to be retired each year; the board to select its own chairman.

(d) That the institution have a dual staff—French and English.

(e) That transportation of teachers-in-training be paid for by the training institution.

II. Resolved, that the secretary be instructed,—

(1) To forward a copy of resolution *re* teacher-training to each of the Provincial Governments, and, on behalf of the conference, ask them to co-operate in giving effect to the resolution.

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(2) To secure replies from the various provinces as soon as possible, and, in case he finds that six or more provinces signify their willingness to pass the necessary legislation and co-operate in giving effect to the proposal, to ask the Minister of Labour to endeavour to secure the co-operation of the Federal Government.

III. Whereas, it is desirable that children should have more opportunities to obtain an educational development which is suitable to their native ability and aptitudes;

Resolved, that junior industrial courses should be established for children who have completed grade VI, such courses to extend over a period of three years and to have a decided bias toward one or other of the main divisions of industrial activity, viz., commercial, manufacturing, trades, agriculture, household.

IV. Resolved, that a committee, consisting of the federal director and the provincial directors, or other representatives, be appointed to formulate a system of vocational guidance.

V. Resolved, that the conference ask the Federal Department of Labour to issue from time to time suggestive courses of study, texts, pamphlets, bulletins, monographs, and other material which would assist provincial officers in the problems of organization, development and administration of technical education.

VI. Resolved, that, in the opinion of this conference, the school year for full-time technical classes should be of the same length as the ordinary school year; and, further, that the school year as at present observed is too short.

VII. Resolved, that university authorities be urged to prescribe a special matriculation course and examination for pupils attending technical schools who desire to enter the faculties of engineering or home economics.

VIII. Whereas the custom duties imposed on machines and equipment required in technical schools for educational purpose unduly discriminate against the technical school in comparison with other educational institutions for which scientific equipment is admitted free of duty;

Resolved, that this conference ask the Minister of Labour to interview the Minister of Customs with the view of securing either a more liberal interpretation of the present tariff clause relating to scientific apparatus or an amendment of the same, so that technical school equipment may be admitted free of duty.

IX. Whereas, the education of our new Canadians of foreign origin cannot be accomplished without the regular operation of the schools in non-English settlements;

And whereas this problem is one of national responsibility and national importance, quite beyond the ordinary financial possibilities of the provinces;

Resolved, that this conference is strongly of the opinion that the Federal Government should, without delay, provide financial assistance to the provinces, so that an adequate supply of specially selected teachers may be trained for this work, and provided in rural districts with permanent and attractive homes;

Resolved further, that copies of this resolution be forwarded to the Premier of Canada, to the Minister of Labour and to the Minister of Colonization.

APPENDIX II

AN ACT RELATING TO THE PROVINCIAL, AGRICULTURAL AND TECHNICAL SCHOOL, PRINCE EDWARD ISLAND

Assented to April 27, 1921

Whereas, under the provisions of an Act of the Parliament of Canada intituled the Technical Education Act, the Government of Canada offered to extend financial aid to enable this province to establish a vocational school and it has been deemed expedient to accept such offer and to establish and operate such school;

Be it therefore enacted by the Lieutenant-Governor and the Legislative Assembly of the province of Prince Edward Island as follows:—

1. The Provincial Agricultural and Technical School heretofore operated by the Department of Agriculture under the provisions of said agreement shall continue to be carried on under said department.

2. The said school shall be conducted in such places or buildings as the Lieutenant-Governor in Council shall from time to time provide.

3. The Commissioner of Agriculture for this province shall, under the direction of the Lieutenant-Governor in Council, have the control and management of said school.

4. It shall be the duty of the Chief Superintendent of Education of this province and he is hereby authorized to visit and inspect the said school or such departments or classes thereof as the said Commissioner of Agriculture may require; to advise with and assist the said Commissioner of Agriculture in directing the operation of the said school; and to include in his annual report such information and recommendations relating to said school as the Chief Superintendent of Education may deem proper.

5. The Lieutenant-Governor in Council may appoint and at pleasure remove the principal and such instructors, lecturers, and demonstrators for the said school as may be required, and fix their salaries.

6. The moneys required for the payment of salaries, and all costs and expenses of, and incidental to the establishment, maintenance and operation of the said school shall be provided in part out of the ordinary revenue of this province, and in part out of moneys placed at the disposal of the Government of this province by the Government of Canada for the purposes of agricultural and technical instruction, as may be mutually arranged between the said Government of this province and the Government of Canada.

7. The said Commissioner of Agriculture is hereby empowered to receive and give receipts for such financial aid as from time to time may be obtained from the Government of Canada for the purposes referred to in the last preceding section.

8. The Provincial Treasurer of this province may collect or sue in his own name for all the tuition fees and all the moneys owing by way of debt, damages, or penalty for any cause in respect of the said school or in connection with the management or operation of the same.

9. The Lieutenant-Governor in Council may make orders and regulations in respect of the matters following: the examinations to be passed, or other conditions for entrance to the classes of the said school; the courses of instruction to be provided therein; the fees to be paid by students attending the said school; certificates or diplomas to be granted to successful students of the said school, and the terms and conditions upon which the same shall be granted; the provision for scholarships, bursaries, prizes, exemptions from fees, and other assistance for the aid and encouragement of students of the said school and generally for the maintenance, operation and management of the said school, and for more effectually carrying out any of the provisions of this Act.

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XI. THE DOMINION-PROVINCIAL COMMISSION APPOINTED TO CONSIDER UNIFORMITY OF LABOUR LAWS

At the National Industrial Conference called by the Minister of Labour and which held its sessions at Ottawa in September, 1919, the desirability of a greater degree of uniformity in the labour laws of the Dominion and the provinces was urged and a recommendation as to action to be taken was made in the following resolution:—

That the advantage of uniformity in the laws relating to the welfare of those engaged in industrial work in the several provinces of the Dominion of Canada be brought to the attention of the Government of Canada and of the Governments of the several provinces respectively; and, that this National Industrial Conference suggests the following as a means towards the end desired, namely:—

The appointment of a board composed as follows:—

- (1) As respects the Dominion:—
 - (a) A representative of the Government.
 - (b) A representative of the employers.
 - (c) A representative of the employees.
- (2) As respects each of the provinces:—
 - (a) A representative of the Government.
 - (b) A representative of the employers.
 - (c) A representative of the employees.

And that the Dominion Government be requested to ask the Government of each of the provinces to select or have selected representatives in respect of the province as above set forth.

The subject-matter of this resolution was taken up by the Minister of Labour with the Dominion Government and with the Governments of the several provinces, with the result that a commission was appointed on the lines laid down.

The commission convened at Ottawa on Monday, April 26, 1920, the Dominion and all the provinces being represented. Mr. F. A. Acland, Deputy Minister of Labour, and representing the Dominion Government at the conference, was appointed chairman. The proceedings of the commission lasted six days. Committees were appointed to take up for consideration and necessary action each of the four following subjects:—

- (1) Workmen's Compensation;
- (2) Inspection and Regulation of Factories, Shops and Office Buildings;
- (3) Regulations of Mines;
- (4) Minimum Wages.

A committee was also appointed to consider and deal with the subject of legislation with respect to industrial disputes so far as this matter was deemed to be before the commission. Each of these committees reported and their respective findings were made a portion of the report of the commission and are hereto attached.

A further committee was appointed to consider the question of the establishment of an organization deemed likely to be of benefit for the promotion of the uniformity

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of labour legislation. The committee submitted a document as a basis of discussion and not as its findings, but owing to variance of opinion the whole matter was laid on the table.

REPORT OF COMMITTEE ON WORKMEN'S COMPENSATION LEGISLATION

The report of the Committee on Workmen's Compensation Legislation recommended as follows:—

1. That all provinces adopt the idea of exclusive state insurance to be administered by a board.
2. That all workmen, not specially exempted under the Act, who work in an industry which comes within the scope of the Act, shall be under the Act, regardless of the amount of their remuneration.
3. That all employees of Provincial Governments and of municipalities, including police and firemen, be included within the scope of the Act.
4. That the scope of Compensation Acts be extended as far as practicable to include industries not now covered by the Acts.
5. That in all provinces contributions to the accident fund shall be borne exclusively by the employer.
6. That all medical, surgical and hospital attention be supplied in cases of injury or industrial diseases.
7. That in every province there should be a time limit within which claims for compensation should be filed.
8. That except in special cases payment of compensation shall be made periodically direct to the claimant by the board.
9. That injuries due to disease or accident arising out of and in the course of employment should be considered as coming within the scope of the Acts.
10. That the cost of administration of workmen's compensation in each province be borne by the Government of that province.
11. That rules and regulations for prevention of accidents be made by the board in each province, and safety committees composed of employers and employees be established in the various places of employment, and further that first aid appliances be installed at the various plants; all the foregoing to be under the direction of the board.
12. Where under any Compensation Act the employer has the right to bring his employees under the Act by election, the employees should have the same right where a majority so decide.
13. That in cases of death or injury all provinces should adopt a uniform scale of compensation.
14. Your committee beg leave to call attention to the comparative table of workmen's compensation legislation in the different provinces, which is produced herewith. (The table is not here reprinted.)

REPORT OF COMMITTEE ON FACTORY LAWS

The report of the Committee on Factory Laws was as follows:—

1. In view of the limitations, in certain provinces, of the operations of the Factories Act to the industrial establishments where not less than a certain number of persons are employed, we would recommend:—

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"All industrial establishments in which one or more persons are employed where articles are manufactured, altered, cleaned, repaired, ornamented, finished, adapted for sale, broken up or demolished, or in which materials are transformed, shall be subject to inspection."

2. Employment of boys and girls:—

No boy under 14 years of age or no girl under 15 years shall be employed in an industrial establishment.

3. Hours of employment for boys, girls and women:—

In keeping with the draft convention of the Washington Conference limiting the hours of labour, we recommend that women, girls and boys shall not be employed for more than 48 hours in any one week, nor before six o'clock in the morning nor later than ten o'clock in the evening, nor more than ten hours in any one day, *including overtime*.

Boy shall mean a male person between the ages of 14 and 16 years.

4. That all laws at present existing in any province dealing with the improvement of sanitation or the protection of life should be made general to such other industries as may be possible throughout the Dominion.

(NOTE.—A schedule of Factory Act legislation in Canada was attached to the report and published in the *Labour Gazette*, May, 1920.)

REPORT OF COMMITTEE ON MINES AND MINING LAWS

The report of the Committee on Mines and Mining Laws was as follows:—

Your committee appointed to investigate the regulations of mines in Canada, and keeping in mind P.C. 722, being our guidance, have investigated the folio on mining laws, item by item for each and every province, and after very extended deliberations, and considering the interests of all concerned, beg leave to report the results of our investigations and deliberations.

We find that many minor provisions exist in the various Acts throughout Canada which are made necessary by local conditions and concerning which no practicable uniformity is possible. The committee have, therefore, directed their attention to those principles or provisions of a general character which are applicable to all provinces.

We are pleased to report that we have been unanimous in all findings with the exception of one, and also pray that the commission may approve of our work.

That we recommend that the mining laws be unified as follows:—

1. That the age of 14 be the minimum age for boys working around mines (above ground), and that no boy be allowed to work beneath the surface unless he has attained the age of 16.

2. That we recommend:—

That no boy under 18 years of age shall be in charge of or operating any power machinery used for moving material in a mine and no person other than a man of 21 years of age or over shall operate any power machinery used for raising or lowering persons in a mine.

3. In order to bring uniformity in mining laws, we recommend that all provinces should insert regulations in mining laws providing for not more than 8 hours as a legal day's limit of the work, as incorporated already wholly or partly in the existing laws of Alberta, British Columbia, Ontario, Quebec and the Yukon.

4. That your committee recommends:—

That payment of wages at least semi-monthly be made compulsory by law in all provinces where such legislation is not already in existence, such payment to be made by cheque or currency. Payment of wages on hotel premises

and the cashing of pay-cheques in or at a hotel or bar where intoxicating liquors are sold to be prohibited by law in all provinces.

5. That your committee recommends:—

That legislation providing for miners' liens be enacted in all provinces where such legislation is not already in existence, applying to mines, mining claims, mining lands or work connected therewith, and that every person who performs labour for wages shall have a lien thereon.

6. That your committee recommends:—

That legislation be enacted in all provinces where legislation is not already in existence, providing that no amount may be retained from wages of an employee except sums due for powder, coal, oil, rent, and such doctors' and hospital fees as may be approved by the Workmen's Compensation Board, and supplies necessary to the execution of the work carried on by such employee, nor shall an employer apply the wages of an employee to payment of a debt without the written consent of the employee given individually or by collective agreement.

7. That where, in any province, examinations are required for certificates of competency for mine managers, pit-bosses, and other working officials, such examinations shall be conducted by a board composed of a government inspector, a working miner and a mine manager.

8. We would recommend that all candidates for certificates as mine managers, pit-bosses, etc., shall have at least five years' mining experience, produce evidence of ability, sobriety and good conduct, and be at least 23 years of age.

9. Mine inspectors shall be holders of mine manager's certificates, with at least seven years' mining experience in the class of mines of which he is made inspector. He shall not be interested in mines in his district, either directly or indirectly.

10. We recommend that, without limiting the powers of inspectors, an inspector shall have power to enter, inspect and examine any mine or any part thereof at all reasonable times by day or night, to examine into and make enquiry respecting the state and condition of the mine, the ventilation and safety of mines, to give notice in writing of any matter, thing or practice which he considers dangerous or defective, and of its immediate remedy. If disagreement follows, the defect shall be referred to a board of arbitration consisting of a judge and representatives of interested parties, the decision of this tribunal to be final.

11. Resolved, that all mines shall have an adequate amount of ventilation passing therein, and that all mines be examined before the workmen enter the mine, and that a report of such inspection be made in a book to be kept at the mine for the purpose, and such report shall be available to any workman employed in mine.

12. The question of health of employees in mining camps is now being examined into by the different provinces concerned, with a view to fully protecting the workers and as far as possible unifying the laws, and we submit that this matter be referred to this tribunal for action.

13. Resolved, that the present laws with reference to special investigations which are in existence in several provinces be continued, and that the same provisions be made to extend to provinces where such laws are not in operation.

14. Resolved, that the Workmen's Compensation Board in each province where such board exists shall make provision for the administration of first

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aid and mine rescue work, and that where no boards are in existence, special provisions be made.

REPORT OF COMMITTEE ON MINIMUM WAGES FOR WOMEN AND GIRLS

The Committee on Minimum Wages for Women and Girls reported as follows:

We approve the principle of a minimum wage for women and girls, and recommend that a competent authority be created in each province in the Dominion to establish a minimum wage adequate to maintain self-support for women and girls, and such authority shall be empowered to fix the hours of employment for such women and girls not already provided for by legislation, and further recommend that such hours of employment should not exceed 48 per week, except of employees engaged in domestic or agricultural employment.

REPORT OF COMMITTEE ON INDUSTRIAL DISPUTES LEGISLATION

The Committee on Industrial Disputes Legislation reported as follows:—

The committee has examined the existing legislation of the Dominion and provinces with respect to industrial disputes, and is of the view that to secure a reasonable degree of uniformity with regard to the same it is desirable the following principles should be observed:—

1. That disputes in mines and public utilities should be dealt with exclusively by federal legislation.

2. That federal legislation should be held to apply to public utilities under the control of a province or municipality or other public or private authority.

3. That, whereas, in some cases provincial legislation has been enacted respecting industrial disputes which applies to all occupations giving rise to the relations of employer and employee and which therefore includes policemen and firemen, it should be provided that all disputes affecting policemen or firemen in all parts of Canada should come within the jurisdiction of the federal law.

4. The committee lacks information enabling it to decide upon the advisability of the extension of the present federal law to other industries, and therefore makes no recommendation.

XII. INTERNATIONAL LABOUR CONFERENCE—LEAGUE OF NATIONS

The Report of the Department of Labour for the fiscal year 1919-20 gave particulars of the First International Labour Conference, convened under the authority of the Treaty of Peace, and held in Washington, D.C., October 29 to November 29, 1919. The agenda of this conference had been fixed in the Peace Treaty and matters under consideration related to the permanent organization of the International Labour Body and the following specific subjects of reference, namely: (1) the application in the countries represented of the principle of the eight-hour day or forty-eight hour week; (2) the question of preventing or providing against unemployment; (3) and (4) various proposals relating to the employment of women and children, and (5) the prohibition of the use of white phosphorous in the manufacture of matches.

The proceedings of the conference resulted in the adoption of six draft conventions, six recommendations and a number of miscellaneous resolutions. Draft conventions and recommendations of the conference related to these various matters as follows:—

Draft Conventions.—Limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week; unemployment; the employment of women before and after childbirth; the employment of women during the night; fixing the minimum age for admission of children to industrial employment; the night work of young persons employed in industry.

Recommendations.—Unemployment; reciprocity of treatment of foreign workers; the prevention of anthrax; the protection of women and children against lead poisoning; the establishment of Government health services; the application of the Berne Convention of 1906, on the prohibition of the use of white phosphorus in the manufacture of matches.

A comprehensive article on the proceedings of the first International Labour Conference appeared in the December, 1919, issue of the *Labour Gazette*.

The Second International Labour Conference, convened under the authority of the Treaty of Peace, was held in Genoa, Italy, June 15, 1920, to discuss matters relating to seamen. As is now generally understood, each member of the International Labour Organization is, under the terms of the Labour Sections of the Treaty of Peace, entitled to four representatives, two as representing the Government and one each to be appointed as representing employers and workmen respectively, it being required that the employer and workmen delegates shall be named in agreement with the organizations (when such exist) most representative of the classes respectively concerned.

The Canadian delegation to the Genoa conference was composed as follows:—

Government delegates—The Honourable Philippe Roy, Commissioner General of Canada at Paris, France; Mr. G. J. Desbarats, C.M.G., Ottawa, Deputy Minister of Naval Affairs. Employers' delegate—Mr. Thomas Robb, Montreal, Secretary of the Shipping Federation of Canada. Workmen's delegate—Mr. J. C. Gauthier, Montreal, President, Sailors, Firemen and Cooks' Union of Canada.

Twenty-seven countries were represented by eighty-six voting delegates and one hundred and fifty-eight technical advisers, or a total of two hundred and forty-four official representatives. Besides this, most of the countries had translators and secretaries attached to their staffs.

The following is a list of the countries represented at the conference: Argentina, Australia, Belgium, Canada, Chili, Czecho-Slovakia, Denmark, Finland, France, Germany, Great Britain, Greece, India, Italy, Japan, Netherlands, Norway, Poland,

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Portugal, Roumania, Kingdom of Serbs, Croats and Slovenes, Siam, Spain, Sweden, Switzerland, Uruguay, Venezuela.

The conference elected as chairman, Baron Mayor des Planches (Italy), and as vice-presidents, Messrs. Arthur Fontaine (Government delegate, France), P. Nijgh (Owner delegate, Netherlands), and Havelock Wilson (Seamen delegate, Great Britain).

The agenda of the conference provided four subjects for consideration: Item 1. Hours of labour and their effect on manning and accommodation. Item 2. Unemployment, including facilities for finding employment for seamen and insurance against unemployment. Item 3. Employment of children at sea. Item 4. Seamen's codes.

The International Labour Office had circularized all the members of the League of Nations some time before the meeting and had received from them information regarding the questions on the agenda. This information was extracted and published in four pamphlets, each one relating to one of the items on the agenda.

Four special commissions were named by the conference to study the four points on the agenda, and another commission was appointed to consider questions relating to inland navigation. A guiding commission was also named to direct the general work of the conference. Canada was represented on all these commissions except the commission on minimum age of children at sea, which was a very small one and had to handle a subject which was not controversial. Mr. Thomas Robb was chosen chairman of the commission on inland navigation.

As a result of the discussions and the work of the conference, conventions were agreed to concerning: (1) Facilities for finding employment for seamen. (2) Minimum age of employment of children on board ship. (3) Unemployment indemnity in case of loss or foundering of ship.

Recommendations were adopted regarding: (1) Hours of work in inland navigation. (2) Hours of work on board fishing vessels. (3) Unemployment insurance for seamen. (4) Establishment of national seamen's codes.

Resolutions were also adopted for the instruction and guidance of the International Labour Office concerning: (1) Prevention and treatment of venereal disease in the mercantile marine. (2) Insurance against unemployment. (3) Special clauses in articles of agreement and seamen's codes. (4) The education of children or apprenticed seamen.

The conference discussed the following questions and resolved that they should come up for final decision at the next conference. (1) Prohibition of the employment of any person under the age of 18 as a trimmer or stoker. (2) Medical examination of children before being employed on board ship. (3) Education of children.

The conference elected a joint committee of owners and seamen to advise the International Labour Office whenever needed, and as a consulting body which would be an aid to the office. The composition of this committee was as follows: Owners—Messrs. Nordborg (Sweden), Deckers (Belgium), Hori (Japan), Robb (Canada), Outhbert Laws (Great Britain). Seamen—Messrs. Havelock Wilson (Great Britain), Rivelli (France), Giuliotti (Italy), Doring (Germany), Nilson (Norway).

The conference reached agreements and conclusions on all the subjects of the agenda with the exception of the item concerning hours of labour. It also considered other subjects related to the agenda, and discussed some further subjects of interest to seamen, which will come up for final decision at future conferences. Two draft conventions regarding hours of labour were presented to the conference, but neither of these proposals obtained the necessary two-thirds majority, and the conference therefore did not agree to any convention or recommendation on this subject. The other recommendations and conventions were passed by practically a unanimous vote, and were the result of long discussion, and generally represented a compromise of the views of the different sections of the conference.

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The United States, not having joined the League of Nations, was not represented at the conference. This left the Canadian delegation as the only representatives from North America and made their position a delicate one in many cases. Many of the questions relating to the employment of seamen affect Canada and the United States in a similar manner, and on the Great Lakes and the boundary waters their interests are similar, and it would be difficult for Canada to adhere to a convention which would obligate it to conditions which would not be recognized by the United States. The argument was admitted by the conference and the resolutions regarding inland waters have been drafted with a view to meeting this situation.

Mr. G. J. Desbarats, C.M.G., Deputy Minister of Naval Affairs, Ottawa, Canadian Government delegate, laid before the Minister of Labour a report of the proceedings of the conference, including the list of the various draft conventions, resolutions and motions adopted by the conference; this report was published in the October, 1920, *Labour Gazette*.

Looking somewhat beyond the end of the fiscal year, it may be noted that the draft conventions and recommendations of the International Labour Conference held at Washington, D.C., from October 29 to November 29, 1919, and at Genoa, Italy, from June 15 to July 10, 1920, were formally laid before the Dominion Parliament by the Minister of Justice on May 28, 1921, together with an expression of view as to whether the power competent to legislate was federal or provincial. The statement of the Minister of Justice was printed in the *Labour Gazette* for June, 1921, and copies of the statement were forwarded also for the consideration of the Provincial Governments.

THE GOVERNING BODY

It will be recalled that the terms of the Peace Treaty provide that the Governing Body of the International Labour Office shall be composed of twelve members representing the various Governments, together with six others representing employers and six representing workers. When the Governing Body was organized at Washington it was decided that the government representatives should be nominated by the following countries: Belgium, France, Great Britain, Italy, Japan, Germany, Switzerland, Spain, Argentina, Canada, Poland, and, pending the appointment of a representative of the United States, Denmark. The Honourable G. D. Robertson, Minister of Labour, was appointed representative of the Government of Canada on the Governing Body. Mr. P. M. Draper, Secretary-Treasurer of the Trades and Labour Congress of Canada, was elected as one of the workers' representatives on the Governing Body. M. Arthur Fontaine (France) was chosen as chairman of the Governing Body, and M. Albert Thomas (France) was elected as provisional director.

The Second and Third Meetings of the Governing Body were held in Paris, France, on January 26-28, 1920, and in London, England, on March 22-25, 1920, respectively. Mr. F. A. Acland, Deputy Minister of Labour, was appointed to attend these meetings on behalf of the Minister of Labour, who, on account of his parliamentary duties, had found it impossible to leave Canada at that time. At the Paris meeting of the Governing Body the appointment of M. Albert Thomas as director was confirmed, and Mr. H. B. Butler, who had acted as secretary-general at the Washington Conference, was appointed assistant director. A comprehensive report by the Deputy Minister of Labour on the meetings of the Governing Body in Paris and London respectively appeared in the July, 1920, issue of the *Labour Gazette*.

The Fourth Meeting of the Governing Body was held at Genoa, Italy, June 8-12, 1920, the Chairman, M. Arthur Fontaine, presiding. The Honourable Philippe Roy, Commissioner-General for Canada at Paris, attended as substitute representative of the Dominion Government, the Minister of Labour not being able to be present. Following the recommendation of the Washington conference for the appointment of an international commission on unemployment, the Governing Body proceeded to

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appoint a commission consisting of six members, with Mr. Louis Varlez, the officer of the International Labour Office charged with the section on Unemployment and Immigration, as secretary. This meeting of the Governing Body was reported in the *Labour Gazette* for September, 1920.

The Fifth Meeting of the Governing Body of the International Labour Office was held at Geneva, Switzerland, on October 6-7, 1920, under the chairmanship of M. Arthur Fontaine. This was the first meeting of the Governing Body at the permanent headquarters of the International organization at Geneva. Eleven of the twelve Government delegates were in attendance, together with a full representation of the employers' organizations and workers' associations. Mr. R. H. Coats, Dominion Statistician, attended as substitute Government delegate for Canada on behalf of the Minister of Labour, who was unable to be present. Mr. E. W. A. O'Dell, of Hamilton, Ont., attended as workers' delegate on behalf of Mr. P. M. Draper, of Ottawa, who was unable to be present. Details of the matters dealt with at this meeting were reported in the December, 1920, issue of the *Labour Gazette*.

The Sixth Meeting of the Governing Body of the International Labour Office was held at Geneva, Switzerland, on January 11-13, 1921. Each of the twelve Governments holding seats on the Governing Body were represented, excepting Argentina, while the full number of representatives from both the employers' and workers' organizations were in attendance. The Canadian Government was represented by Mr. L. C. Christie, legal adviser of the Department of External Affairs, who was appointed to attend this meeting in substitution for the Minister of Labour, who was unable to be present. Mr. H. J. Halford, of Hamilton, Ont., attended as a member of the workers' group, in substitution for Mr. P. M. Draper, Secretary-Treasurer of the Canadian Trades and Labour Congress, who, it will have been noted, holds a seat on behalf of Canadian labour interests. The discussions of this session were reported in the *Labour Gazette* for March, 1921.

COMMISSIONS, QUESTIONNAIRES, ETC.

During the year consideration was given by the Department of Justice as to what authority or authorities are, as respects the Dominion of Canada, to be regarded as the competent authority or authorities, under the provisions of the Treaty of Peace, for the purpose of considering the draft conventions and recommendations, and also as to the action which the Dominion Government should take in order to carry out its engagement under the treaty. A report on the subject was submitted to the Governor General in Council on November 2 by the Minister of Justice, which was duly concurred in by Council and approved by his Excellency the Governor General on November 6, 1920. The report of the Minister of Justice referred to expresses the opinion that the obligation of the Dominion Government in these matters will be fully carried out by bringing the different conventions and recommendations before competent authority, Dominion or provincial, accordingly as it may appear, having regard to the scope and objects, the true intent and character of the legislation required. The report of the Minister of Justice further dealt with the question of legislative jurisdiction as between the Dominion and the provinces in regard to each of these conventions and recommendations referred to. The full text of the Order in Council was published in the *Labour Gazette* of November, 1920.

It has devolved upon the Department of Labour to conduct considerable correspondence with the International Labour Office, with other departments of the Dominion Government, with the provinces and with workers' and employers' organizations, in connection with the collection and transmission of information of various kinds at the request of the International Labour Office, and also to prepare the replies of the Government of Canada to questionnaires dealing with the items on the agenda of the International Labour Conference. The matters thus dealt with by the Department of Labour include those mentioned below:—

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In connection with the Seamen's Conference held at Genoa, Italy, on June 15, 1920, the Department of Labour received in March of that year a copy of the questionnaire sent out by the International Labour Office in accordance with the conclusions reached at the Paris meeting of the Governing Body. Copies of the questionnaire were forwarded to officials of steamship companies, trade unions and associations, shipping federations, to the fair wage officers of the Department of Labour, and in some cases to correspondents of the *Labour Gazette*, these officers of the department being instructed to interview masters, mates, pilots, shipping masters and other authorities—in a word, to cover the questionnaire exhaustively. The questionnaire was also discussed with other Government departments. The information collected was utilized in the preparation of the reply of the Canadian Government to the questionnaire.

The International Labour Conference at Washington adopted on November 25, 1919, a resolution requiring the Governing Body to set up an International Commission to study the question of regulating emigration and immigration, and of protecting the interests of wage-earners not residing in their own country, the said commission to present its report at the session of the International Labour Conference at Geneva, in 1921. The commission was composed of 18 members, 9 appointed by European Governments and 9 by Governments outside of Europe as follows: six employers' delegates, six workers' delegates and six Government delegates. Lieutenant-Colonel J. Obed Smith, Superintendent of Emigration for Canada in London, was appointed the Canadian Government representative on the commission.

A questionnaire from the International Labour Office dealing with the three following points was received by the Dominion Government on September 8, 1920: (1) the actual position of immigration and emigration in the respective countries, including statistical returns showing movements of populations; (2) the existing legislation and regulations in the respective countries; and (3) questions intended to bring out an expression of the views of the respective countries on the questions involved, including the co-ordination of the legislation of the different countries, equality of treatment of foreign workers, and international co-ordination of effort for the protection of immigrants through the International Labour Office.

The reply of the Dominion Government was forwarded through Lieutenant-Colonel Obed Smith, the Canadian Government representative on the commission.

In January, 1921, an inquiry was instituted by the International Labour Office regarding experience with the three-shift system in the iron and steel industry, with particular reference to the extent to which it had superseded the two-shift system. The inquiry was limited to blast furnaces (including coke works), open-hearth furnaces and Bessemer foundries and rolling mills (including plate mills, tube works, wire works, etc.); it did not include foundry work, forging, fabricating, or any of the more refined manufacturing processes. A questionnaire was sent to all firms in Canada possibly engaged in the operations specified, and at the close of the fiscal year the Department of Labour was receiving replies to the questionnaires which in due course were embodied in a memorandum on the subject which was furnished to the International Labour Office.

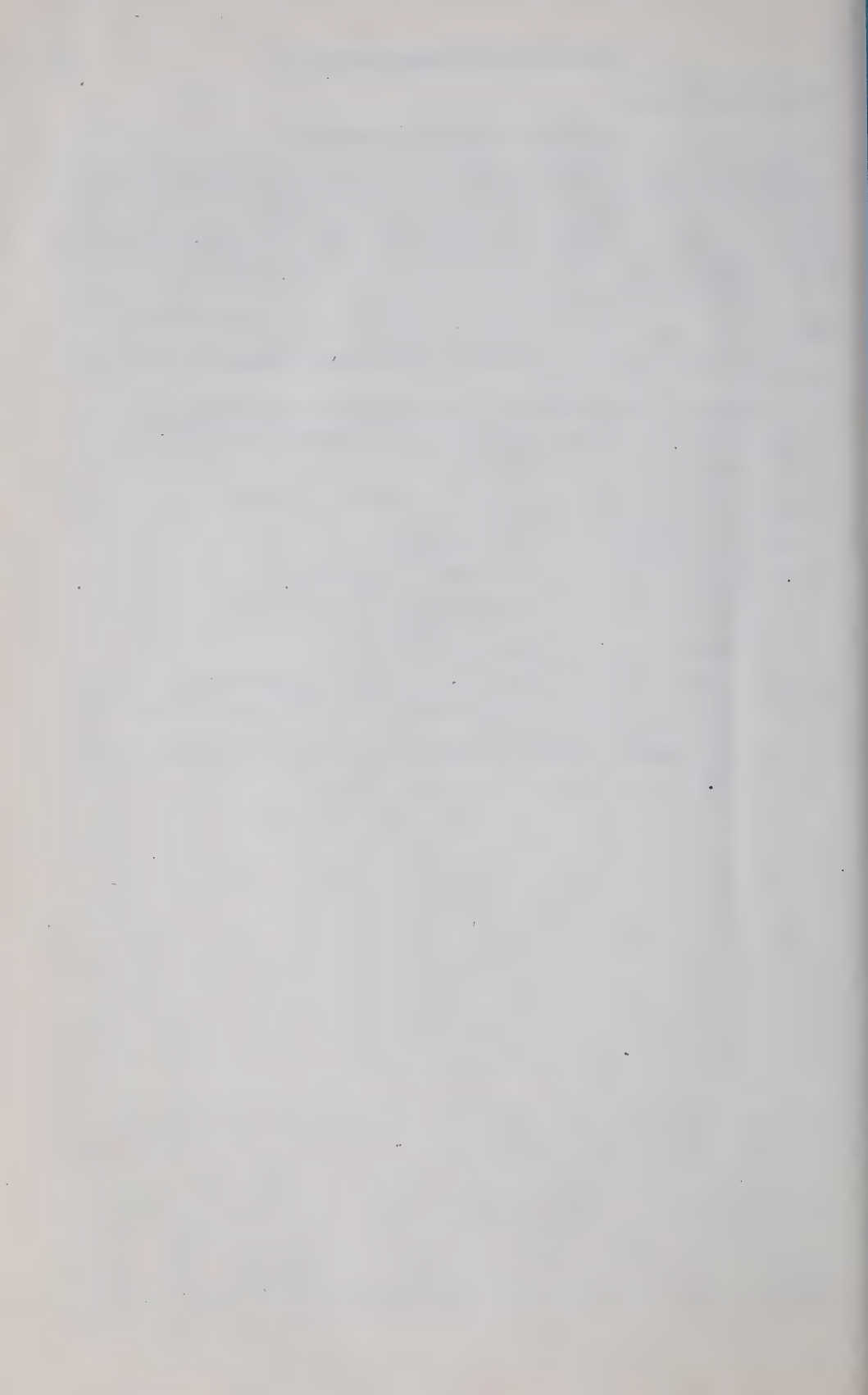
The International Labour Office was instructed in June, 1920, by the Governing Body to conduct an inquiry into the problem of industrial production throughout the world, for the purpose of bringing out the various factors which might influence production, and, by defining the part coming to each one, prepare the way for an improvement in the situation. The International Labour Office, after consulting with the various Governments and receiving their suggestions, prepared a questionnaire relative to the inquiry, copy of which was received by the Department of Labour March 29, 1921. At the close of the fiscal year the Department of Labour was securing information from various sources and in due course replies to the questionnaire were forwarded to the International Labour Office.

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AGENDA OF THE 1921 CONFERENCE

Questionnaires covering the items on the agenda for the third meeting of the General Conference of the International Labour Organization, which was called for April 4, 1921, but subsequently postponed to October 25, 1921, were received by the Department of Labour during February and March, 1921. At the close of the fiscal year the Department of Labour was preparing replies to the questions which related to the following matters:—

1. Reform of Constitution of the Governing Body of the International Labour Office.
2. Adaptation to agricultural labour of the Washington decisions concerning the regulations of the hours of work.
3. Adaptation to agricultural labour of the Washington decisions concerning,—
 - (a) measures for the prevention of, or providing against, unemployment;
 - (b) protection of women and children.
4. Special measures for the protection of agricultural workers,—
 - (a) technical agricultural education;
 - (b) living-in conditions of agricultural workers;
 - (c) guarantee of the rights of association and combination;
 - (d) protection against accident, sickness, invalidity and old age.
5. Disinfection of wool infected with anthrax spores.
6. Prohibition of the use of white lead in painting.
7. The weekly rest-day in industrial and commercial employment.
8. (a) The prohibition of the employment of any person under the age of 18 years as trimmer or stoker;
(b) The compulsory medical examination of all children employed on board ship.



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REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

Fiscal Year ending March 31, 1922

PRINTED BY ORDER OF PARLIAMENT



OTTAWA

F. A. ACLAND

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1923



REPORT
OF THE
DEPARTMENT OF LABOUR
FOR THE
Fiscal Year ending March 31, 1922

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OTTAWA
F. A. ACLAND
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1923

*To General His Excellency the Right Honourable Lord Byng of Vimy, G.C.B.,
G.C.M.G., M.V.O., Governor General and Commander in Chief of the
Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1922, all of which is respectfully submitted.

JAMES MURDOCK,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1922

To the Hon. JAMES MURDOCK,

Minister of Labour.

SIR,—The depression in commercial activities which set in about the middle of the fiscal year ended March 31, 1921, and was the outstanding feature of industrial conditions of that year, continued substantially unchanged throughout the fiscal year 1921-22, and the problem of unemployment, which in the winter of 1920-21 had been for the first time the subject of action on the part of the Federal Government, again demanded federal attention during the winter of 1921-22. It will be recalled that food prices had in the summer of 1920 reached the highest level recorded and a decline began in July of that year. The decline continued throughout the fiscal year 1921-22, though in diminishing degree and not materially affecting fuel and rents. The price tendency at the close of the fiscal year 1921-22 did not afford ground for expecting a further material fall in prices in the immediate future.

The unemployment situation continued to be throughout the year a somewhat prominent feature of industrial conditions. As during the preceding year, federal aid was extended, but on a somewhat different basis. It will be recalled that during the winter of 1920-21 a federal grant was allowed in reimbursement of municipalities on account of expenditure incurred by a municipality in providing relief for unemployed persons and their dependents, and this aid was given without regard to the question if the province in which the municipality was situated had undertaken to assist the municipality to an equal or to any degree. Several provinces had as a matter of fact co-operated with the Federal Government and had assumed an equal moiety with that of the Federal Government in reimbursement of the municipalities, each authority bearing one-third of the expenditure, but in other provinces the unemployment situation had not been regarded by the Provincial Government as requiring action on its part. The federal plan for the winter of 1920-21 contained no provision for assisting a municipality with respect to work which might be undertaken by the local authorities specially for the purpose of relieving unemployment distress. Representations had during the summer of 1921 been received by the Government from various municipal authorities urging that federal co-operation should extend to such enterprises instead of being confined to partial reimbursement of municipalities on account of relief actually distributed to unemployed persons. This matter was, during the summer months of 1921, the subject of careful consideration and inquiry on the part of the Minister of Labour, and in October, 1921, an Order in Council, P.C. 3831, was passed which set forth the plan of federal assistance for the approaching winter, 1921-22. The federal proposals emphasized the view which had been maintained during the preceding winter that unemployment was

"primarily a municipal responsibility, and in the second instance the responsibility of the province," but recognized "that because of the present situation being due to causes beyond the power of local, or even national control, Provincial and Federal Governments should co-operate with municipal authorities in (a) helping to create and provide employment, (b) where employment cannot be furnished to workmen who are willing to work, to aid in providing food and shelter for themselves and dependents until the present emergency period is past"; also "that federal funds used for unemployment relief or for relief work must be disbursed only through responsible municipal authorities, who in each case shall bear at least one-third of the total or extra cost".

Thus, in the relief scheme for the winter of 1921-22, the first place was given to relief to be afforded municipalities with regard to works undertaken by local authorities during the winter specially for the purpose of relieving unemployment. The federal authorities recognized the fact that ordinarily work in the building line undertaken during the winter months would cost both as to labour and material more than at other seasons, and the regulation accordingly provided that with regard to any such work undertaken by a municipality the Federal Government would reimburse the local authorities to the extent of one-third of the excess or winter costs. Provision was made for the reasonable protection of federal authorities with respect to the operation of this scheme. The plan of the preceding year for reimbursing municipalities to the extent of one-third on account of moneys expended for direct relief was continued; payment of the federal grant on either account was, however, to be conditional on the Provincial Government concerned undertaking an equal responsibility, the federal policy for the winter of 1920-21 not having insisted on this condition. The necessary arrangements for putting this policy into effect were accordingly taken up by the Department of Labour with the Governments of the several provinces.

On December 29, 1921, a new administration acceded to power, and on January 25, 1922, a further regulation, P.C. 191, was made with regard to unemployment matters. P.C. 191 agreed with earlier regulations in the view that the question of unemployment relief was "fundamentally a municipal and provincial responsibility" and that "the abnormal economic and industrial conditions now existing and arising in a measure out of the late war alone afford justification for action on the part of the federal authorities; that federal action must therefore supplement municipal and provincial efforts, must be designed on lines permitting close and effective co-operation with and supervision by municipal and provincial authorities, and must be proportioned by the efforts of those authorities". The scheme of federal co-operation laid down in P.C. 191 (January 25, 1922) varied at important points from that of P.C. 3831 (October 7, 1921), the degree of federal responsibility being substantially increased—the Federal Government assumed, for instance, one-half (instead of one-third) of the extra or winter cost with respect to public works undertaken by municipalities on account of unemployment, and one-half (instead of one-third) of the cost of relief afforded by municipalities to returned and unemployed ex-service men; this, of course, to be effective only as from date of regulation, viz., January 25, 1922. As in the case of P.C. 3831, payment of the federal grant was to be conditional on the Government of the province concerned assuming the proportion of responsibility laid down in the federal regulations. As during the preceding winter, unemployment was more pressing in some provinces than in others; some of the provinces accordingly invoked the federal scheme of co-operation while others did not. As the winter proceeded supplemental regulations were enacted by the Federal Government to meet emergencies which arose, particularly with respect to unemployed returned soldiers in Montreal and in Halifax.

The federal expenditures within the fiscal year totalled \$500,000, but this sum included a portion also of federal disbursements on account of provincial and

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municipal expenditures during the winter of 1920-21, accounts for which had not been rendered within that fiscal year. On the other hand the larger portion of the federal liabilities for the winter of 1921-22 necessarily remained over for the succeeding fiscal year. Accounts from the various municipalities, which, under the system adopted, went to the provinces for approval before submission to the federal authorities, were at the time of writing only in part to hand, but the additional federal liability for the winter of 1921-22, and payable during the fiscal year 1922-23, may be estimated approximately at \$800,000. Particulars with respect to the operation of the unemployment regulations and the text of the principal regulations are included in a chapter of the present report.

GENERAL WORK OF DEPARTMENT

Work proceeded during the year with respect to the several statutes and ordinances administered under the authority of the Minister of Labour. The statutes, etc., in question are as follows: (1) Conciliation and Labour Act, (2) Industrial Disputes Investigation Act, 1907, (3) Fair Wages Resolution of the House of Commons, 1900, (4) Employment Offices Co-ordination Act, (5) Technical Education Act. Reports of the operations for the year under these statutes are included in the present volume.

RECORD AS TO INDUSTRIAL DISPUTES

With respect to the matter of industrial disputes, always that feature of the work of the department which brings it most conspicuously into the public eye and one which necessarily calls at times for the most strenuous and severe effort on the part both of the minister and officials, the record of the year is on the whole satisfactory. It should be noted that this record is maintained for the calendar year and not for the fiscal period, this plan being more convenient for matters of comparison with records of other countries. The figures of the actual time losses in working days, namely, 956,461, are somewhat larger than those of the preceding year, but the strikes involved were scattered over many industries and included no dispute which at any time proved a serious inconvenience to the public. The industry on which the time losses in working days fell with particular severity was that of printing, which accounted for 317,934 lost working days, or precisely one-third of the total of time losses. Although this strike was undoubtedly the occasion of much inconvenience to the trade, both as to employers and workers, and may have been the occasion of suffering in individual cases, it cannot be said that it caused serious trouble to the public. The industry is not a public utility and would not therefore fall within the scope of the Industrial Disputes Investigation Act. The department none the less proffered its good offices to both parties, whether by way of the establishment, under clause 63, of a Board of Conciliation and Investigation or otherwise, but the dispute remained unsettled.

Other industries chiefly affected by industrial disputes included that of pulp and paper making to the extent of 201,346 lost working days, and the building and construction trades with time losses totalling 153,372.

The total of time losses for the year, 956,461, is sufficiently serious if these losses are regarded from a monetary point of view and averaged, conjecturally (for it is hardly practicable to obtain precise figures on the point), at \$4 per day, representing thus a presumed loss in labour of \$3,825,844. On the other hand, if we have regard to the presumed number of days worked during the year by industrial workers at large, it is found that, estimating the total number of workers in round figures at 1,500,000, and allowing 300 working days per year to each worker, the total possible number of days worked reaches the large figure of 450,000,000; the total of time losses throughout the country during the year on account of strikes was,

therefore, somewhat less than one-four hundred and fiftieth part of the total number of days worked, the equivalent of one-third of one day per worker, a showing which, having in mind the widespread turbulence in the industrial world during recent years in practically all countries, speaks volumes for the relatively sound conditions characterizing Canadian industry in this respect. No more striking illustration of this fact can perhaps be shown than in contrasting the figures on this point for Canada with those for Great Britain with respect to the calendar year 1921. The time losses in Canada reached, as stated, the figure of 956,461; those for Great Britain for the same period were in excess of 80,000,000, or more than eighty times those of the Dominion, although proportionately to population the British figures should be no more than perhaps five to six millions. For United States the estimated time losses on account of strikes during the calendar year 1921 reached the impressive total of 53,196,997 work days, a figure again greatly out of proportion to the relative populations. Comparisons with other countries where figures are available are practically always to the advantage of Canada, though in varying degrees. It should be noted that the figures cited for possible number of days worked in the case of Canada are approximate only and have been made without regard to the unemployment factor, an uncertain proportion of the total of workers having been idle from this cause. The same applies with regard to figures cited in the case of other countries. No returns have been received by the department from any country estimating the number of days lost on account of unemployment, though in the case of countries in which a system of employment assurance prevails figures would be available showing the number of workers receiving unemployment allowance. The time losses on such account in the case of Great Britain would be of course greatly larger than the time losses from strikes, terribly high as were the latter in that country.

INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

Proceedings under the Industrial Disputes Investigation Act for the year were along the usual lines. Of the 54 disputes dealt with during the year and as to each of which the applicants had declared their belief that a strike was threatened, the impending trouble was averted in all cases save one, that of a street railway in St. John, N.B. The record for the fiscal year ended March 31, 1922, brings the number of disputes dealt with under the statute since its inception, March 22, 1907, to 558. In 524 of these disputes the threatened strike was averted or ended, a Board having been in a few cases established after a strike had been declared; in 34 cases the threatened strike occurred despite the efforts, by means of Conciliation Boards or otherwise, of the department. A Board of Conciliation and Investigation is not, it will be remembered, necessarily established in the case of each application, an application being sometimes the result of an error in view on the part of the applicants; also the dispute involved is in some cases one which proves adjustable by the direct efforts of the department.

The Industrial Disputes Investigation Act continues to be the subject of study in many parts of the world, and inquiries continually reach the department. Correspondence of the department shows that in the United States the question of the legislation best adapted for dealing with industrial disputes is made frequently the subject of debate between rival college debating teams; many hundreds of inquiries reach the department in the course of a year, the correspondents usually desiring copies of the Canadian legislation, of which it is intimated much has been heard, and the fullest possible information as to its operation. Special steps are taken from time to time by way of issue of special bulletins, etc., to meet this demand.

From a communication which comes to hand at the time of writing it appears that in the Republics both of Mexico and Chile the Industrial Disputes Investigation

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Act is under investigation. A Canadian, resident in Mexico, addressing the Rotary Club of the city of Mexico, closed what is described in the journal in which the report appears as "an interesting and timely address" with the following testimony to the efficacy of the legislation and methods of Canada:—

"The economic loss from strikes in the United States during the year 1920 was represented by 48,163,754 working days lost, and in Canada, during the same period, by a loss of 886,754 working days. In proportion to population this was in the ratio of four to one in favour of Canada.

"During the first six months of the year 1920, when all lines of industry were still severely suffering from the unrest and dislocation incident to the termination of the world war, the proportion of population affected by strikes and lockouts in Canada was much smaller than in any other industrial country in the world. The percentage of population so affected in the several countries, and which are the first post-war figures available, was as follows:—

Australia	6.81
Italy	4.85
Spain	3.50
Sweden	3.10
France	3.00
Germany	2.96
Belgium	2.34
Switzerland	1.86
Great Britain	1.70
United States	1.04
Holland	0.93
South Africa	0.69
Canada	0.49

"The President of the Republic of Chile has recently submitted to Congress a draft labour and social welfare code, with a request for its adoption at the earliest possible date, and which embodies the Canadian provisions for conciliation and arbitration in industrial disputes, but reserves the right to strike after all means of settlement by other methods have failed.

"It is therefore but reasonable to conclude that the method of dealing with industrial disputes by means of conciliation and arbitration, while recognizing the right to declare a lockout or call a strike after all means of conciliation have been exhausted, is the most successful solution of the industrial problem thus far evolved."

Testimony as to the wide reputation achieved by the Industrial Disputes Investigation Act was received also from Australia in the shape of a statement made in the Legislature of South Australia by Sir Henry Barwell, Prime Minister of that State, when introducing a new industrial code, the leading feature of which is the adoption with regard to industrial disputes of the principles and machinery substantially as embodied in the Canadian statute. The measure was introduced about the close of September. Premier Barwell dwelt at some length on what he believed to be the failure and breakdown of the system of compulsory arbitration. Sir Henry Barwell on this point remarked as follows:—

"The Government believed that the whole system of compulsory arbitration was fundamentally unsound. That it had led to a deplorable amount of litigation was beyond question. That fact alone, however, would not be sufficient to condemn it. If the existence of the courts, no matter how crowded they might be with litigants, had put an end to strikes, or even greatly diminished their number, one would hesitate before taking steps to abolish the system. But what did they find? The number of strikes had not diminished; it had very considerably increased since the system of compulsory arbitration was established. Again, far from improving the relationship between employer

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and employee, the system had been responsible for the utmost ill-will and bitterness between the two.

"Australia has been simply the home of strikes. There have been far more in Australia in proportion to the number of people than in any other country in the world. The system which this Bill is intended to abolish is called compulsory, but it is compulsory against one side only. The boast is often openly made that the penalties of the Arbitration Acts cannot be enforced against thousands of unionists as there are not gaols large enough to hold them. And this is true. The result of compulsory arbitration is frequent failure by employees to observe awards when they do not give them all they desire."

After examining various other aspects of the industrial code as it had in the past existed in South Australia, Sir Henry Barwell went on to state that,—

"His aim in drafting the Bill had been to provide some simpler and yet more effective method of adjusting working conditions—a system which would give every facility for employers and employees in particular industries to get together with a view to coming to agreement which could be mutually advantageous. He had looked to other parts of the world for a precedent, and he found that Canada had a system which had given the utmost satisfaction over a period of fifteen years. Under it sweating had disappeared, the relationship between employer and employee had improved, and strikes had been few indeed as compared with the number in Australia. It had been copied in South Africa, and also in some of the United States. Employers and a big majority of the general public of Canada favoured the system. The working people here were divided, some holding that they were sacrificing too much in giving up the right to the sudden strike. The freedom of the Canadian tribunal from the formal procedure, suggestive of the ordinary judicial court, was greatly in favour of the system, as saving of time and expense, and being conducive to an amicable adjustment of differences... The substance of the Bill was contained in Part III, which provided for the creation of Conciliation Boards to act as mediators between employers and employees in the event of an industrial dispute, and endeavour to bring the parties together, and secure a settlement of the dispute. The Bill did not apply to any but manual workers, skilled and unskilled. Its provision, therefore, did not apply to clerks, so that if there should happen to be a strike or a threatened strike on the part of clerks, there would be no power to set up Conciliation Boards to deal with the dispute. The reason for excluding clerks from the scope of the Bill was the same as the reason for excluding agricultural workers, namely, that there had never been a strike by clerks, and there was no reason to anticipate that there would be one. Every Conciliation Board would consist of three members—one appointed by the employers, one by the employees, and the third (the chairman) by the other two. In special cases where the minister thought the number of members on the board ought to be more than three he might require the employers and employees each to nominate any number of members up to five. The members of the board would be appointed only to deal with a particular industrial dispute, and they were, therefore, only to hold office until the report of the board on that dispute was signed and forwarded to the minister. The board would act only as mediator, and the representatives of the parties on the board would have no power to bind the persons who appointed them. The function of the board was to endeavour to bring about a real settlement—one which had the actual consent of both parties. If the board was able to bring about an agreement it was to be signed by the parties and filed with the Registrar of Conciliation Boards. It would then be binding on the parties

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who signed it, and on every member of any association of employers or employees which signed it, and would have much the same effect as regards the person bound by it as the determination of an industrial board had at present. If the dispute was not settled after a careful inquiry, the chairman was to make a full report to the Ministry of Industry, setting forth the facts of the dispute and the findings of the board, together with his recommendation for a settlement according to the merits and substantial justice of the case. The object aimed at was to create an enlightened public opinion upon the merits of the dispute, for it was recognized that even under the present system industrial disputes of any magnitude were usually determined by the decision of the tribunal of public opinion, and that the side which had not got the support of public opinion could not hope to succeed. Where the Conciliation Board was able to bring about a settlement, the Bill did not attempt to provide any magic formula of words which it was claimed would remove the impasse. The reason was that it was realized that in the nature of things there could not be any such remedy, and that, if both parties were determined to fight, the best method in the long run was to allow them to fight, taking care, however, to provide and instruct public opinion, which experience showed would inevitably make its influence felt in favour of one side or the other in the long run.... There was also in the Bill provision for a limited prohibition of strikes and lockouts. In the light of experience in this and other States where there had been an absolute legislative prohibition of strikes and lockouts, it would be foolish to expect that any absolute prohibition of strikes and lockouts would be likely to prevent those industrial offences altogether, or even to make any difference in the frequency of their occurrence. The Bill adopted what was considered to be the utmost that could be reasonably expected to be enforced in practice, namely, a prohibition under heavy penalties of any strike or lockout on account of any industrial dispute prior to or during a reference of such dispute to a Conciliation Board. The definition of 'strike' and 'lockout' was made wide enough to include the refusal on the part of any person bound by an industrial agreement to offer or accept employment on the terms of such agreement, and any person who so refused was deemed to do an act in the nature of a lockout or strike. The result of the provisions of the Bill was that the 'right to strike' was not affected, except where there was an actual dispute, and that dispute had not been submitted to and finally dealt with by a Conciliation Board, or where there was a repudiation of the terms of an industrial agreement on the part of one or another of the parties thereto during its continuance. If the mediation provided by a Conciliation Board failed, public opinion, after being enlightened officially as to the merits of the dispute, might still prevent a strike or a lockout, but otherwise there was no remedy provided by the Bill, nor was it possible to find one. Certainly no such remedy was provided by existing legislation."

Sir Henry Barwell's final reference to the Canadian statute was to the effect that "no industrial legislation in any other part of the world had stood so long or proved so successful in operation as the Canadian Industrial Disputes Investigation Act, 1907".

OTHER BRANCHES OF WORK

In the special chapter of the report dealing with the fair wages work of the department is printed the text of an Order in Council, P.C. 1206, June 7, 1922, which is intended to secure a more effective observance of the fair wages policy. Although the new regulation falls outside the fiscal year covered by the present report, it is convenient to use the present occasion for making its provisions known.

The *Labour Gazette* has been printed regularly in French and English during the year and has become more and more widely recognized as a reliable source of official information on industrial matters in Canada, increasing evidence of this being found in the numerous quotations credited to its pages and appearing in other continental publications, official and non-official, interested in social and industrial questions.

The work of the Statistical Branch with reference to food prices continues to play an important part in the fixation of wage rates. Several bulletins issued by this branch with reference to wage returns have received large circulation and have been the subject of much inquiry.

No important change has marked the operations of the Employment Service Branch. There were at the close of the fiscal year 77 employment offices in the various provinces. The number of applications for employment reported during the year was 546,168, and the total number of placements effected was 363,475.

Technical education continues to show substantial development in most of the provinces, and the assistance afforded by the Federal Government under the Technical Education Act is undoubtedly an important influence to this end. The disbursements by the department during the year to the different provinces were \$720,236.05. In the chapter of the present report discussing the operations of the Technical Education Act summaries are given of the work done in the respective provinces.

INTERNATIONAL LABOUR CONFERENCE

With regard to that phase of the work of the department arising out of the League of Nations International Labour Conference, it will be recalled that the terms of the Treaty under which this body was constituted called for a meeting of the Conference once a year; also the Governing Body, i.e., the executive of the Conference, meets under its own regulations not less frequently than once in three months. At the first meeting of the International Labour Conference held at Washington, D.C., in October-November, 1919, and at which the members of the Governing Body were first named, the appointment being for a period of three years, Canada was selected as one of the countries to be represented in the Government group, and the Minister of Labour, the Honourable G. D. Robertson, who had been one of the delegates in attendance at the Conference, was appointed by the Dominion Government as representing Canada in the group in question. The Honourable Mr. Robertson remained a member of the Governing Body until the change of administration in Canada in December, 1921, when the Honourable James Murdock, who succeeded to the portfolio of Labour, was appointed. The Governing Body, it will be recalled, consists of twenty-four members, twelve in the Government group, six in the employers' group and six in the workers' group, the membership in each group being selected by the delegates to the Conference. The period of three years covered by the first election will terminate in November, 1922, when in all likelihood the Fourth International Labour Conference will be in session, and a new election will presumably take place. Whether or not Canada will be again given a place in the Government group is not clear. It will be remembered that Canada was also given representation in the workers' group, Mr. P. M. Draper, Secretary of the Trades and Labour Congress of Canada, being selected by his fellow workers.

Four meetings of the Governing Body of the International Labour Office were held during the fiscal year, as follows: (1) April 12-14, 1921, at Geneva, Mr. W. L. Griffith, Secretary of the High Commissioner for Canada in London, England, being in attendance on behalf of the Dominion Government and in substitution for the Minister of Labour; (2) July 5-7, 1921, at Stockholm, Sweden, attended by Mr. F. A. Acland, Deputy Minister of Labour for Canada; (3) October 19-21 and November 11-18, 1921, at Geneva, attended by Mr. Gerald H. Brown, Assistant Deputy Minister of Labour for Canada; (4) January 17-19, 1922, at Geneva, attended

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by Colonel David Carnegie, Honorary Correspondent of the Department of Labour in London, England, and Canadian Delegate on the Temporary Mixed Commission for the Reduction of Armaments of the League of Nations, who was resident in Canada throughout the period of the war.

The third session of the International Labour Conference was held in Geneva, Switzerland, from October 25 to November 19, 1921, and was attended by a delegation from Canada, including representatives of Government, employers and workers, together with technical advisers for each group. The Government representatives were Messrs. Gerald H. Brown, Assistant Deputy Minister of Labour for Canada, and Lt.-Col. J. Obed Smith, Superintendent of Emigration for Canada, London, England, and the technical advisers were Honourable W. R. Rollo, Minister of Labour for the Province of Ontario; Honourable Thos. H. Johnson, K.C., Attorney General of Manitoba; Honourable Antonin Galipeault, Minister of Labour for the Province of Quebec, and Mr. Ferdinand Roy, K.C., Quebec, P.Q.

I have the honour to be, sir,

Your obedient servant,

F. A. ACLAND,

*Deputy Minister of Labour and Registrar of Boards
of Conciliation and Investigation.*

DEPARTMENT OF LABOUR, OTTAWA.

I.—INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

FIFTEENTH ANNUAL REPORT OF PROCEEDINGS, BEING FOR THE
FISCAL YEAR ENDING MARCH 31, 1922

INTRODUCTORY NOTE

Proceedings under the Industrial Disputes Investigation Act, 1907, followed the customary lines during the fiscal year. The number of applications received was 54, and in 31 cases Boards of Conciliation and Investigation were established. The statute was, it will be remembered, enacted in March, 1907, and during the fifteen years closing with March 31, 1922, the disputes dealt with under its provisions number 558. Of the 54 disputes (including five carried over from the preceding year) dealt with during the fiscal year ended March 31, 1922, and as to each of which the applicants had declared a strike to be impending, the threatened strike was averted in all cases save one, that, namely, involving the St. John, N.B., street railway and its workers. Of the 558 disputes dealt with during the fifteen years covering the life of the statute and as to each of which the applicants for a Board of Conciliation and Investigation had declared a strike to be impending, the threatened strike was averted in 524 cases.

It will be observed that the number of disputes dealt with during the year exceeds considerably the number of Boards of Conciliation and Investigation established, the figures being 54 as against 31. In the 23 cases in which Boards of Conciliation and Investigation were not established, there was, as a rule, considerable departmental procedure on other lines than by way of establishing Boards of Conciliation and Investigation; no strike occurred in any case where, for any reason, it was not deemed desirable to establish a Board. In one case, a dispute involving railway workers, the employer having expressed a preference for procedure under the Conciliation and Labour Act, legislation which antedated the Industrial Disputes Investigation Act, and the employees consenting to this procedure, the dispute was accordingly dealt with under the provisions of the older statute. The tribunals thus established, namely, in the first place a Committee of Conciliation, Mediation and Investigation, and in the second place a Board of Arbitrators, not ranking technically as Boards of Conciliation and Investigation, though serving the same purpose, are not included in the tables of Boards of Conciliation and Investigation printed herewith, though the application is properly included in the number of applications received.

The tribunal known as the Canadian Railway Board of Adjustment No. 1, which was established during the summer of 1918 to deal during the war with disputes between (a) Canadian Railways being members of the Canadian Railway Association and comprising practically all railways of importance in Canada and (b) six trades unions representing railway workers in the four running trades, namely, (1) Locomotive Engineers, (2) Locomotive Firemen and Enginemen, (3) Conductors, and (4) Trainmen, also Railroad Telegraphers and Maintenance of Way Employees, continued its activities during the year. As provided by the agreement, disputes affecting the workers having membership in the unions concerned, were referred generally to the Canadian Railway Board of Adjustment No. 1 and were duly settled. One case, however, a dispute of unusual importance, affecting all the railways and practically all the membership of each of five of the unions concerned, the organization embracing maintenance of way employees not being a party to the dispute, was referred to a Board of Conciliation and Investigation and was duly dealt with and an agreement effected.

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SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES
INVESTIGATION ACT, 1907

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned from April 1, 1921, to March 31, 1922; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1922; (iii) showing by fiscal years, 1907-22, number of disputes dealt with; (iv) showing by calendar years 1907-22, number of disputes dealt with, and (v) containing statistical summary of operations under the statute for the fiscal year ended March 31, 1922.

I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1921, TO MARCH
31, 1922

Industries affected	Number of applications for Boards received*	Number of Boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication and other public utilities:—			
(1) Mines:—			
(a) Coal.....	3	2	0
(b) Metal.....	0	0	0
(2) Transportation and communication:—			
(a) Railways.....	17	7	0
(b) Street railways.....	13	11	1
(c) Express.....	0	0	0
(d) Shipping.....	4	1	0
(e) Telegraphs.....	2	0	0
(f) Telephones.....	0	0	0
(3) Miscellaneous:—			
Light and power.....	1	1	0
II. Disputes not falling clearly within the direct scope of the Act:—			
(1) Public utilities under provincial or municipal control:—			
(a) Civic employees.....	2	2	0
(b) Railways.....	1	0	0
(c) Light and power.....	1	1	0
(2) Miscellaneous.....	10	6	0
Total.....	54	31	1

* Including five cases left over from preceding year, as stated below.

The proceedings under the Act during the year include five cases in which certain proceedings had taken place during the preceding year, namely, disputes between (1) the Niagara, St. Catharines and Toronto Railway and certain of its employees; (2) the Corporation of Ottawa and its firemen; (3) the Canadian National Railways and certain of its employees in the Stores Department, Fort Rouge, Winnipeg, Man.; (4) the Dominion Steel Company, Limited, Sydney, N.S., and its electrical workers, machinists, etc., and (5) the Nova Scotia Steel and Coal Company, Limited, New Glasgow, and its tin workers, electrical workers, machinists, etc.

At the close of March, 1922, results were still pending in connection with six applications concerning disputes between (1) coal operators, members of Western Canada Coal Operators' Association, and certain of their employees, being members of District 18. United Mine Workers of America; (2) Algoma Eastern Railway Company, Sudbury, Ont., and various classes of its employees; (3) Dominion Power and Transmission Company, Hamilton, Ont., and its linemen, groundmen, etc.; (4) Dominion Power and Transmission Company and Hamilton Street Railway Company respectively and various classes of their employees; (5) Ottawa Electric Railway Company and certain of its employees, and (6) employers, members of the Canadian Building and Construction Industries, Ottawa Branch, and certain of their employees, being hod-carriers.

II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO
MARCH 31, 1922

Industries affected	Number of applications for Boards received	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work:—		
(1) Mines:—		
(a) Coal.....	65	7
(b) Metal.....	19	5
(c) Asbestos.....	1	0
(2) Transportation and communication:—		
(a) Railways.....	162	7
(b) Street railways.....	96	7
(c) Express.....	11	1
(d) Shipping.....	25	0
(e) Telegraphs.....	14	1
(f) Telephones.....	7	0
(3) Miscellaneous:—		
(a) Light and power.....	17	3
(b) Elevators.....	1	0
(4) War work.....	30	1
II. Disputes not falling clearly within the direct scope of the Act:—		
(1) Public utilities under provincial or municipal control.....	48	1
(2) Miscellaneous.....	62	1
Total.....	558	34

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in the yearly summary. A closer examination will, however, show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during the fiscal year. The figures of the yearly statement include, therefore, disputes carried over from the previous year and which are counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken of the number of applications received during the year and thus brought within the purview of the statute.

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III. TABLE SHOWING BY FISCAL YEARS, 1907-1922, NUMBER OF DISPUTES DEALT WITH

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	Total
Number of applications.....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	558
Number of boards granted...	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	401
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	34

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by fiscal years and yearly summaries of proceedings.)

IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1922, NUMBER OF DISPUTES DEALT WITH

	*1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	†1922 3 mos.	Total
Number of applications.....	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	8	558
Number of boards granted.....	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	7	401
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	0	34

*The Act became law on March 22, 1907, so that the proceedings cover nine months only.

†To the end of the financial year, March 31.

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND PROCEEDINGS THEREUNDER FROM APRIL 1, 1921, TO MARCH 31, 1922

I.—MINES, AGENCIES OF TRANSPORTATION AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister under Section 8, Sub-section 1, of the I.D.I. Act, on recommendation from the party concerned.
2. Appointed by the Minister under Section 8, Sub-section 2, of the I.D.I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister under Section 8, Sub-section 3, of the I.D.I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister under Section 8, Sub-section 4, of the I.D.I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING AND SMELTING INDUSTRY

(a) COAL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Oct. 3, 1921	Dominion Coal Company and certain of its employees, being miners and mine labourers working at Nos. 6 and 7 Mines, Springhill, members of Local Union No. 4514, United Mine Workers of America.	Employees....	Springhill, N.S.....	165 dir., 12,200 indir.	Against reduction in wages and changes in working conditions.				After the application had been received a representative of the department visited the locality and through his mediation negotiations between the disputants were renewed, resulting in a threatened strike being averted. The matter of the establishment of a Board was, therefore, left in abeyance.
Dec. 24, 1921	Dominion Coal Company, Nova Scotia Steel and Coal Company and Acadia Coal Company and certain of their employees respectively, being members of District No. 26, United Mine Workers of America.	Employees....	Cape Breton Island, N.S.	10,000 dir., 3,000 indir.	Against reduction in wages.	U. E. Gillen, (c) 4; Col. W. E. Thompson, (e) 2; Jas. Ling, (m) 1.	Jan. 6, 1922	Jan. 30, 31, 1922	The report was signed by the chairman and Colonel Thompson and contained recommendations as to settlement of the dispute. Mr. Ling presented a minority report. No strike occurred in this dispute but differences in an acute form continued and were the subject of much public discussion. Neither side formally accepted the findings of the Board and sometime after the close of the fiscal year the Board was re-convened, and the members of the same having, after assembling, resigned membership the Board was declared by the Minister to be defunct and a new Board was established to make a further investigation.
Mar. 21, 1922	Coal operators, being members of Western Canada Coal Operators Association and certain of their employees, being members of District 18, United Mine Workers of America.	Employees....	Southern Alberta and South-eastern British Columbia.	9,000 dir., 3,000 indir.	Wages and working conditions.	W. E. Knowles, K.C., (c) 4; R. G. Drimman, (e) 1; H. Ostlund, K.C., (m) 1.	March 31, 1922		Proceedings were unfinished at the close of the fiscal year, but looking slightly beyond the date in question it may be noted that the miners ceased work on March 31, the strike being undoubtedly involved with that declared on the same date in bituminous and anthracite mines of the United

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States and extending generally throughout all mines which had agreements with the U.M.W.A., such agreements terminating as in the case of that of District 18 on March 31. At the date of writing, (June, 1922) the strike continued both in the United States and in District 18 and bade fair to last for many weeks. Agreement covering District 26, Nova Scotia, had been of a special nature and had terminated during December, 1921.

(2) TRANSPORTATION AND COMMUNICATION

(a) RAILWAYS

March 17, 1921	Canadian National Railways and certain of its Stores Department, Fort Rouge, Winnipeg, being members of Victori Lodge No. 1326, Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	Winnipeg, Man.	10 dir. 100 indir.	Wages and dismissal of certain employees.	R. W. Craig, K.C., (c) 3; C. E. Dafoe, (E) 1; T. J. Murray, (M) 1.	May 17, 1921	June 9, 1921	This dispute was investigated by two special representatives of the department and as the result of their inquiries a Board was not immediately established, there being ground for the view that it would be settled by negotiations. Direct negotiations, however, failing, a Board was established and secured an agreement signed by representatives of both parties to the dispute.
April 25, 1921	Algoma Eastern Railway and its employees of various classes, members of Division No. 4, Railway Employees Department, American Federation of Labour.	Employees....	Sudbury, Ont.	21 dir. 30 indir.	Wages	Rev. Father Brennan, (c) 4; Basil Campbell, (E) 2; Fred Bancroft, (M) 1.	May 30, 1921	July 5, 1921	The report was unanimous and was accompanied by letters from both parties to the dispute accepting the findings of the Board and advising that a settlement had been reached as a result of the Board's efforts; no strike occurred.
May 31, 1921	Canadian Pacific Railway and certain of its employees, being clerks, freight handlers, etc., members of Lodge No. 1506, International Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	Port McNicoll, Ont.	200 dir. 200 indir.	Wages .....	.....	.....	.....	It was decided that the dispute here in question did not involve the company named as employer, the company's business being operated through a contractor. Later an application involving the contractor, F. W. Nicholas, as employer was submitted. (See below.)

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued

(2) TRANSPORTATION AND COMMUNICATION—Continued
(a) RAILWAYS—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
May 27, 1921	Canadian Pacific Railway Company and Grand Trunk Railway Company (Railroad National Brotherhood of Railwaymen and freight handling staffs, Montreal Wharf.	Employees	Montreal, Que.	500 dir. 3,000 indir.	Alleged breach of agreement.				Negotiations between the disputants were renewed as a result of departmental mediation and an adjustment was effected without Board reference.
June 6, 1921	Canadian Pacific Railway Company and Western Stevedore Company and certain of their employees, being freight handlers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, Twin Lodge No. 605.	Employees	Fort William, Ont.	300 to 400.	Wages.				The application was regarded as defective at important points. Also inquiry suggested that the differences had not yet reached the stage of a dispute within the meaning of the statute. No Board was established on this application, but later the matter was revived in an application which named the Western Stevedore Company alone as the employer. (See below.)
June 25, 1921	Canadian National Railway, Western Lines, and certain of its employees, being ditcher engineers, watchmen and firemen, members of the International Brotherhood of Steam shovel and Dredge-men.	Employees	C. N. System	46 dir. 96 indir.	Wages.				At the time this application was received the question of wage rates for all classes of railway employees was about to be considered and it was doubtful if the dispute came within the statute. The question of establishing a board was allowed to remain in abeyance for a while and the dispute passed away.
July 16, 1921	F. W. Nicholas and certain of his employees in the freight sheds at Port McNicoll, Ont., members of Lodge No. 1506, International Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees	Port McNicoll, Ont.	200 dir. 200 indir.	Wages.	J. M. Godfrey, K.C., (c) 4; Allan Purvis, (e) 2; J. G. O'Donoghue, (m) 1.	Aug. 10, 1921	Aug. 27, 1921	The report of the Board was unanimous and contained recommendations as to settlement of the dispute. These findings were accepted by the employees but not by the employers. No strike occurred.

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July 25, 1921	Canadian Pacific Rail- way Company and certain of its employ- ees, being members of the Brotherhood of Railway Clerks, Freight Handlers, Ex- press and Station Em- ployees.	Employees . . . C.P.R. (Western Lines).	2,500	Wages			After the application had been received negotiations between the disputants were renewed and Board procedure was rendered un- necessary.
July 26, 1921	Canadian National Transfer Company and certain of its em- ployees, being team- sters and chauffeurs, members of Local 124, Canadian Brother- hood of Railroad Em- ployees.	Employees . . . Winnipeg, Man.	53	Union recognition and alleged dismissal of certain employees.			In the Minister's view the causes of this dispute were not such as brought the matter within the scope of the I. D. I. Act for adjust- ment; no strike occurred.
July 26, 1921	Canadian National Rail- ways and certain of its employees, being clerks, freight hand- lers, roundhouse, shop and station employ- ees, and members of the Canadian Brother- hood of Railroad Em- ployees.	Employees . . . C. N. System	7,000	Against reduction in wages.			The employing railway objecting to the establishment of a Board of Conciliation and Investigation under the Industrial Disputes In- vestigation Act and favouring re- ference under the terms of the Conciliation and Labour Act, the dispute was dealt with under the last mentioned statute. (See below)
Aug. 2, 1921	Grand Trunk Railway Company and certain of its employees, being clerks, freight hand- lers, roundhouse and shop labourers, station employees, etc., mem- bers of the Canadian Brotherhood of Rail- road Employees.	Employees . . . G. T. System	6,000	Against reduction wages.	Aug. 30, 1921	Nov. 22, Nov. 29, 1921	The report was signed by the chair- man and Mr. Vaughan and was accompanied by an agreement signed by representatives of the company and the various unions embracing the employees con- cerned. Mr. Bercovitch presented a minority report. No strike occurred.
Aug. 6, 1921	Western Stevedore Com- pany and certain of its employees, being members of Twin City Lodge No. 605, Bro- therhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees . . . Fort William, Ont.	300	Wages and conditions and certain alleged un- just dismissals.	Sept. 6, 1921	Sept. 21, 1921	The report was unanimous and was accompanied by a signed agree- ment between the disputants.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued

(2) TRANSPORTATION AND COMMUNICATION—Continued

(a) RAILWAYS—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Aug. 6, 1921	Various railways, membership of Railway Association of Canada, and certain employees of said railways, being engineers, firemen, conductors, trainmen, yardmen and telegraphers, members of the several trade unions of these classes of workers.	Employees...	Lines of the several railways in Canada.	35, 150,	Against reduction in wages.	The Hon. Mr. Justice F. S. Macdennan, (c) 4; Isaac Tibbald, (e) K. C., (E) 2; David S. Campbell, (M) 1.	Sept. 16, 1921	Interim report Oct. 11, 1921. Agreement reached Jan. 18, 1922.	The Board presented an interim report, which was accompanied by a tentative agreement signed by representatives of the various railways and the various unions employed by the employees concerned. The agreement required that the Board should remain in existence until it was ascertained whether its services should be further desired in the event of a revision prior to July 15, 1922, of the schedule represented in the agreement. Pursuant to the recommendations of the interim report, negotiations between the disputants were renewed and as a result an agreement was reached which rendered unnecessary further procedure before the Board. No strike occurred. In view of the fact that a Board had been established a few months earlier to deal with a dispute between these same parties concerning the same questions, it was considered that the establishment of another Board was not justifiable. No strike occurred.
Aug. 22, 1921	Canadian National Railway and certain of its employees in the Mechanical Stores Department, Fort Rouge, Winnipeg, being members of Victory Lodge No. 1326, Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Winnipeg, Man....	100,	Against reduction in wages.				
Sept. 19, 1921	Toronto Union Station Company and certain of its employees, being assistant baggage agents, etc., members of Canadian No. 123, Brotherhood of Railroad Employees.	Employees...	Toronto, Ont.	120,	Against reduction in wages.				After the application had been received an officer of the department intervened and through his mediation the parties concerned agreed to allow action in this matter to be deferred until a decision had been reached by a Board already in existence dealing with questions affecting this same class of employees. The agreement which accompanied the report of the said Board disposed of the points in this case.

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Oct. 12, 1921	Canadian Pacific Railway, Canadian National Railways and Grand Trunk Railway, and their freight handlers in the Port of Montreal, members of Division No. 178, Canadian Brotherhood of Railroad Employees.	Montreal.....	1300 dir. 1,850 indir.	In protest against alleged violation of agreement.	This dispute was dealt with by a departmental officer and the establishment of a Board was deemed unnecessary. No strike occurred.
Feb. 13, 1922	Algoma Eastern Railway Company and employees in various classes, members of Division No. 4, Railway Employees Department, American Federation of Labour.	Sudbury, Ont.....	10.....	Wages and conditions.	Fred Bancroft, (M) 1	.....	Proceedings unfinished at the close of the fiscal year.

(b) STREET RAILWAYS

Mar. 17, 1921	Niagara, St. Catharines and Toronto Railway Company and certain employees, being members of Local Division No. 846, Amalgamated Association of Street and Electric Railway Employees of America.	St. Catharines, Ont. and vicinity.	160 dir. 150 indir.	Alleged discrimination against certain employees.	D. Dick, Jr., (C) 4; G. D. Kelley, (E) 1; Jos. Gibbons, (M) 1.	May 6, 1921 Aug. 8, Sept. 1, 1921	The report was signed by the chairman and Mr. Gibbons and contained recommendations as to settlement of the dispute. These were accepted by the employees, and, with certain reservations, by the company. Mr. Kelley presented a minority report. No strike occurred.
April 9, 1921	Toronto and York Roadial Company and certain of its employees on the Metro-Saultain, Mimico and Scarboro Divisions, being firemen, wiremen, train dispatchers, operators, etc., members of the Toronto Branch of the Canadian Electrical Trades Union.	Toronto, Ont.....	170 dir. 100 indir.	Wages and conditions.	A. Purvis, (C) 4; F. H. McGuigan, (E) 2; Louis Braithwaite, (M) 1.	June 13, 1921 June 28, 1921	In view of certain negotiations concerning changes in ownership of this railway the matter of the establishment of a Board was held for a time in abeyance. In the meantime an officer of the department in the locality endeavoured to bring about a settlement of the dispute through renewed negotiations between the parties concerned. As this settlement could not be effected and as the changes in the management of the railway did not take place a Board was established. The report was signed by the chairman and Mr. McGuigan. Mr. Braithwaite presented a minority report. The findings of the Board were not accepted by the employees; no strike occurred.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued

(2) TRANSPORTATION AND COMMUNICATION—Continued

(b) STREET RAILWAYS—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
May 11, 1921	London Street Railway Company and certain of its employees, being motormen, conductors, barmen, trackmen and linemen, members of Division No. 741, Amalgamated Association of Street and Electric Railway Employees of America.	Employees...	London, Ont.	240.....	Wages.....	J. M. Donahue, (m) 1.	.....	.....	After the application had been received an officer of the Department visited the locality and through his mediation negotiations between the disputants were renewed and an adjustment of the dispute effected without Board reference.
June 6, 1921	New Brunswick Power Company and certain of its employees, being motormen, conductors, electric power-house employees, etc., members of Division 663, Amalgamated Association of Street and Electric Railway Employees of America.	Employees...	St. John, N.B.	212 dir. 65 indir.	Wages and conditions...	The Hon. Mr. Justice W. B. Chandler, (c) 3; C. W. Burpee, (e) 2; W. Frank Hathaway, (m) 1.	June 11, 1921	June 23, 1921	The report of the Board was unanimous and contained certain recommendations with regard to changes in working conditions also respecting a decrease in wages. The award was accepted by the employees but rejected by the company and a strike occurred on June 29.
June 6, 1921	Niagara, St. Catharines and Toronto Railway Company and its street railway employees.	Employees...	St. Catharines, Ont.	160 dir. 140 indir.	Against reduction in wages and alleged discrimination concerning certain employees.	.....	.....	.....	As a Board was already in existence dealing with matters between this company and the same class of employees this dispute was referred to that Board for attention. (See above).
June 14, 1921	Toronto Suburban Railway Company and certain of its employees, being linemen, operators, wiremen, etc., members of the Canadian Electrical Trades Union, Toronto Branch.	Employees...	Toronto, Georgetown and Guelph, Ont.	40 dir. 30 indir.	Wages and conditions...	U. E. Gillon, (c) 4; G. D. Kelley, (e) 1; H. B. Manning, (m) 1.	July 21, 1921	Nov. 4, 1921	The report of the Board was unanimous and contained recommendations as to settlement of the dispute. These findings were accepted by the company and an adjustment was effected.

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July 29, 1921	Montreal Company and certain of its employees, being members of Division No. 790, Amalgamated Association of Street and Electric Railway Employees of America	Employees...	Montreal, Que.....	3,300 dir. 58,000 indr.	Against wages.	reduction in wages and changes in working conditions.	Adolphe Bazin, (c) 4; A. P. Frigon, (e) 2; Arthur Brossard, K.C., (M) 1.	Aug. 24, 1921 Sept. 23, 1921	The report was signed by the chairman and Mr. Frigon and contained recommendations as to settlement of the dispute. Mr. Brossard presented a minority report. No strike occurred.
Oct. 10, 1921	British Columbia Electric Railway Company, Limited, and certain of its employees, being motor-men, conductors, shopmen, etc., members of Local Divisions Nos. 101, 109 and 134, Amalgamated Association of Street and Electric Railway Employees of America.	Employer....	Vancouver, Victoria and New Westminster, B.C.	1,600.....	Concerning reduction in wages and changes in working conditions.	W. C. Ditmars, (c) 3; A. G. McCandless, (e) 1; R. P. Pettipiece, (M) 1.	Oct. 28, 1921 Dec. 10, 1921	7, 10, 1921	The report was signed by the chairman and Mr. McCandless. Mr. Pettipiece presented a minority report. Advice received showed that the findings were not acceptable to either party, but through renewed negotiations an adjustment was effected.
Oct. 19, 1921	International Transit Company and certain of its employees, being conductors, motor-men, barn employees and interlocker signalmen, members of Local Division No. 850, Amalgamated Association of Street and Electric Railway Employees of America.	Employees...	Sault Ste. Marie, Ont.	25.....	Against wages and alleged breach of agreement.	Rev. Father Brennan (c) 4; J. L. O'Flynn, (e) 1; E. V. McMillan, (M) 1.	Nov. 14, 1921 Dec. 5, 1921	5, 1921	The report of the Board was unanimous and was accompanied by an agreement signed by both parties to the dispute.
Nov. 29, 1921	Hull Electric Company and certain of its employees, being members of Division No. 591, Amalgamated Association of Street and Electric Railway Employees of America.	Employees...	Hull, Que.....	138 dir. 24 indr.	Against proposed reduction in wages and changes in conditions.	W. F. O'Connor, K.C. (c) 4; G. D. Kelley, (e) 1; Fred. Bancroft, (M) 1.	Dec. 17, 1921 Jan. 12, 1922	9, 12, 1922	The report was signed by the chairman and Mr. Bancroft and recommended that the wages of the employees remain in accordance with the findings rendered by the Board established to deal with a similar dispute in August, 1920. Mr. Kelley presented a minority report. The award was accepted by the employees, but not by the company. Renewed negotiations resulted in an amicable agreement.
Feb. 4, 1922	Dominion Power and Transmission Company and certain of its employees, being line-men, groundmen, etc., members of the Canadian Electrical Trades Union, Hamilton Branch.	Employees...	Hamilton, Ont.....	60 dir. 300 indr.	Against proposed reduction in wages.	J. M. Godfrey, K.C. (c) 4; F. H. McGugin, (e) 2; J. G. O'Donoghue, (M) 1.	Feb. 27, 1922	.....	Proceedings unfinished at the close of the fiscal year.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued

(2) TRANSPORTATION AND COMMUNICATION—Concluded

(b) STREET RAILWAYS—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Feb. 9, Feb. 10, Feb. 11, 1922	Dominion Power and Transmission Company and Hamilton Street Railway Company respectively, and various classes of employees, members of Local 700, International Union of Steam and Operating Engineers, and Divisions 107 and 876, Amalgamated Association of Street and Electric Railway Employees of America	Employees	Hamilton, Ont.	491	Against proposed reduction in wages.	J. M. Godfrey, K.C., (c) 4; F. H. McGuinty, (e) 2; Fred Bancroft, (m) 1.	Feb. 28, 1922	.....	Proceedings unfinished at the close of the fiscal year.
Mar. 31, 1922	Ottawa Electric Railway Company and certain of its employees, being members of Division No. 279, Amalgamated Association of Street and Electric Railway Employees of America.	Employees	Ottawa, Ont.	.....	For increased wages and shorter hours.	.....	.....	.....	Proceedings unfinished at the close of the fiscal year.

(c) SHIPPING

April 22, 1921	Canada Steamship Company and certain of its employees, being firemen, oilers, wheelmen, watchmen, deckhands, cooks, stewards, etc., members of the Sailors, Firemen and Cooks' Union of Canada.	Employees	Great Lakes of Canada.	600 dir. 2,000 indir.	Wages	T. T. Black, (c) 3; Lt.-Col. G. E. Burns, (e) 2; D. L. Kennedy, (m) 1.	June 8, 1921	Aug. 1, 1921	The report of the Board was unanimous and contained recommendations concerning settlement of the dispute. These findings were accepted by the employees but rejected by the company. No strike occurred.
June 17, 1921	Various companies in St. John, N.B., and certain of their employees, being scowmen	Employees	St. John, N.B.	180 dir. 1,800 indir.	Wages	This dispute was not deemed to be one falling within the scope of the I.D.I. Act for adjustment. No strike occurred.

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Aug. 1921	and lumber handlers, members of Local 272, International Longshoremen's Association.	Employees ...	B.C. Coast.....	150.....	Against reduction in wages.	On July 20 a strike occurred but the employees returned to work pending the establishment of a Board. In the meantime an officer of the department visited the locality and through his mediation negotiations between the disputants were renewed and an adjustment effected without Board reference.
Aug. 1921	Canadian Government Merchant Marine and certain employees, members of the Sailors' Union of the Pacific and Marine Firemen and Oilers' Union of British Columbia respectively.	Employees ...	Prince Rupert, B.C.....	.....	Against reduction in wages.	After the application had been received negotiations between the disputants were renewed and an adjustment effected without Board reference.

(d) TELEGRAPHS

Nov. 1921	Canadian National Telegraphs and certain of its employees, being Morse and automatic telegraphers, linemen, clerks, etc., members of the Commercial Telegraphers' Union of America.	Employees ...	Montreal, Que., and Toronto, Ont.	900 dir. 1,550 indir.	Alleged violation of working agreement.	Inquiry into this case showed that the dispute did not justify the establishment of a Board. No strike occurred.
Nov. 1921	Marconi Wireless Telegraph Company and certain of its employees, being members of Federal Labour Union No. 16570, American Federation of Labour.	Employees ...	Glace Bay, N.S. ...	19 dir. 47 indir.	Alleged violation of agreement and against reduction in wages.	A representative of the department visited the locality and through his mediation negotiations were renewed which, it is understood, resulted in a settlement of the dispute.

(3) MISCELLANEOUS

LIGHT AND POWER

May 1921	Ottawa Gas Company and certain of its employees, being members of Federal Labour Union No. 16517, American Federation of Labour.	Employees ...	Ottawa, Ont.....	76	Wages.....	The report was unanimous and resulted in the settlement of the dispute.
					J. E. Caldwell, (c) 4; Geo. D. Kelley, (s) L. Wm. Lodge, (M) 1.	June 23, 1921
						June 7, 1921

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Continued*

II.—DISPUTES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

(1) PUBLIC UTILITIES UNDER PROVINCIAL OR MUNICIPAL CONTROL

(a) CIVIC EMPLOYEES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (E) Employer: (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
March 24, 1921	Corporation of the City of Ottawa, and certain of its employees, being firemen, members of the International Association of Fire Fighters.	Employees...	Ottawa, Ont.	177 dir. 5 indir.	Wages and conditions of employment.	Capt. W. P. Grant, (c) 3; Ansie W. Greene, (E) 1; Daniel McCann, (M) 1.	April 8, 1921	May 3, 1921	The report was unanimous and resulted in a settlement of the dispute.
July 15, 1921	Corporation of the City of Hull, and its firemen, being members of Local 174, International Association of Fire Fighters.	Employees...	Hull, Que.	33 dir. 3 indir.	Wages.	Stanford Larose, (c) 3; Moose Lavardure, (E) 1; Eugene Reinhardt, (M) 1	Aug. 3, 1921	Aug. 22, Aug. 26, 1921	The report was signed by the chairman and Mr. Lavardure. Mr. Reinhardt presented a minority report. No strike occurred.

(b) RAILWAYS

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (E) Employer: (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
April 9, 1921	Greater Winnipeg Water District Railway and its engineers, conductors, trainmen, etc.	Employees...	Winnipeg, Man. ....	.....	Wages. ....	.....	.....	.....	This dispute was not deemed to be within the scope of the I.D.I. Act for adjustment and no Board was established; no strike occurred.

(c) LIGHT AND POWER

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (E) Employer: (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
April 30, 1921	Toronto Electric Commissioners and certain of the employees of the Toronto Hydro Electric System, being linemen, operators, etc., members of the Canadian Electrical Trades Union, Toronto Branch.	Employees...	Toronto, Ont., and district.	300 dir. 200 indir.	Wages and conditions ...	F. H. McGuigan, (E) 3; H. E. Manning, (M) 1.	After the Board was established in this case further inquiry indicated that the industry was not within the scope of the I.D.I. Act, and Board procedure was abandoned; no strike occurred.

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(2) MISCELLANEOUS

March 21, 1921	Dominion Steel Company and certain of its employees, being electrical workers, machinists, etc.	Employees....	Sydney, N.S.....	Approx. 4,000.	Against wages	reduction in	In this case a Board could be established only by mutual consent and the employer's consent being refused no Board was established.
March 24, 1921	Nova Scotia Steel and Coal Company and certain of its employees, members of (1) the Amalgamated Association of Iron, Steel and Tin Workers; (2) the International Association of Machinists, and (3) the International Brotherhood of Electrical Workers.	Employees....	New Glasgow, N.S.	1,025.	Against wages.	reduction in	.....	In this case a Board could be established only by mutual consent, and the employer's consent being refused no Board was established.
April 26, 1921	Ottawa Branch of the Association of Canadian Building and Construction Industries and certain of their employees, members of the Ottawa District Council of the United Brotherhood of Carpenters and Joiners.	Employees....	Ottawa, Ont.....	700 dir. 3,000 indir.	Wages.....	.....	.....	In this case a Board could be established only by mutual consent, and the employer's consent being refused no Board was established.
April 30, 1921	Maritime Nail Company and certain of its employees, members of Nail Makers' Union No. 14199, American Federation of Labour.	Employees...	St. John, N.B.....	.....	Alleged lockout and union discrimination.	.....	.....	In this case a Board could be established only by mutual consent, and the employer's consent being refused no Board was established.
July 6, 1921	Association of Canadian Building and Construction Industries and men of various trades in the building industry in Hamilton and district, members of Hamilton Building Trades Council and Bricklayers' International Union.	Employers....	Hamilton, Ont.....	500.	Wages.....	.....	His Honour Judge Colin G. Snider, (c) 1921 3; Joseph M. Piggott, (x) 1; H. J. Halford, (x) 1.	After the application had been received the bricklayers withdrew from the dispute. The report was signed by the chairman and Mr. Piggott, Mr. Halford presenting a minority report. On Aug. 10 the Board was reconvened in order to furnish further information. The supplementary report was signed by the chairman and Mr. Piggott. The original report was accepted by both parties concerned but the supplementary report was rejected by the men. On May 2, previous to the receipt of the application, a strike had occurred, and remained unsettled until July 18, when the men returned to work.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Concluded*

(2) MISCELLANEOUS—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
July 11, 1921	Canadian Fish and Cold Storage Company, Limited, and certain of its employees, being members of Fish Packers' Union, Prince Rupert.	Employer.... Employees...	Prince Rupert, B.C.	.....	Wages.....	J. H. McMullin, (c) 4; S. P. McVordie, (e) 1; Geo. Casey, (m) 1.	July 22, 1921	Aug. 16, 1921	The report of the Board was unanimous and a settlement was effected
Sept. 10, 1921	Algoma Steel Corporation and certain of its employees, being engineers, firemen, conductors and brakemen.	Employees...	Sault Ste. Marie, Ont.	125 dir. 2,000 indir.	Against reduction in wages.	W. E. Segsworth, (c) 4; J. E. Irving, (e) 1; U. McFadden, (m) 1.	Nov. 25, 1921	Dec. 27, 1921	The report was signed by the chairman and Mr. McFadden. Mr. Irving presented a minority report. No strike occurred.
Feb. 7, 1922	Employers, members of the Association of Canadian Building and Construction Industries, Ottawa Branch, and their employees, members of the Ottawa District Council of Carpenters and Joiners.	Employers.... Employees...	Ottawa, Ont.	500.....	Against reduction in wages.	Charles Ogilvy, (c) 3; J. S. V. Adamson, (e) 1; J. V. McCaffrey, (m) 1.	Feb. 10, 1921	Feb. 18, 1922	The report of the Board was unanimous and a satisfactory adjustment reached.
Feb. 17, 1922	Employers, members of the Association of Canadian Building and Construction Industries, Ottawa Branch, and their employees, members of Bricklayers' International Union No. 7.	Employees...	Ottawa, Ont.	107.....	Increased wages.....	John McJanet, (c) 3; Hugh Graham, (e) 1; Charles G. Hanger, (m) 1.	Feb. 24, 1922	March 4, 1922	The report was unanimous and a settlement of the dispute resulted.
March 23, 1922	Employers, members of the Canadian Building and Construction Industries, Ottawa Branch, and their employees, members of Local No. 428, International Hodcarriers, Building and Common Labourers, Union of America.	Employees...	Ottawa, Ont.	300 dir. 800 indir.	Wages.....	D'Arcy Scott, (c) 4; G. A. Cran, (e) 1; Martin Ryan, (m) 1.	March 31, 1922	.....	Proceedings unfinished at the close of the fiscal year.

PROCEEDINGS UNDER THE CONCILIATION AND LABOUR ACT

An application for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act to deal with a dispute concerning a reduction in wages was received on July 26, 1921, from employees of the Canadian National Railways being clerks, freight handlers, roundhouse, shop and station employees, parlor, sleeping and dining car employees, members of the Canadian Brotherhood of Railroad Employees, but, as mentioned in the introductory note, the employing railway indicating a preference for proceedings under the Conciliation and Labour Act, the employees, on August 2, invoked the machinery of that statute; the employer in this case, was designated as the Intercolonial and Prince Edward Island Railway, National Transcontinental, Grand Trunk Pacific and Canadian Northern Railways.

The dispute was referred accordingly to a Committee of Conciliation, Mediation and Investigation composed as follows: Mr. Hamnett P. Hill, Chairman, appointed by the Minister in the absence of a joint recommendation from the other members of the Committee, Messrs. George D. Kelley, Ottawa, and Harold Fisher, Ottawa, nominees of the company and employees respectively. This Committee failing to procure a settlement, the dispute, under the provisions of the Act, was referred to a Board of Arbitrators, the same members continuing to serve, save that Mr. Hill found it necessary to retire and the Reverend Dr. Byron Stauffer, Toronto, was appointed in his stead. The report of the Board of Arbitrators received by the Minister on November 9 was signed by the Chairman and Mr. Fisher and contained recommendations concerning settlement of the dispute. Mr. Kelley did not concur in these findings and presented a minority report. The Board's findings were accepted by the employees, but not by the company. Much correspondence followed between the department and the parties to the dispute and direct negotiations were renewed, which continued into the new fiscal year; up to the date of writing no strike had occurred and conditions did not point to such an occurrence.

II.—CONCILIATION WORK

In addition to the important duties arising out of the administration of the Industrial Disputes Investigation Act, 1907, the Department of Labour, assisted during the year in the adjustment of many labour disputes, the minister giving in some cases his personal attention to this work. The services of various officers of the department, and particularly of the fair wages officers who are stationed at different industrial centres, were also utilized extensively. The fair wages officers in question are Mr. D. T. Bulger, stationed at Vancouver; Mr. F. E. Harrison, stationed at Calgary; Mr. E. N. Compton, stationed at Toronto; Mr. W. D. Killins, stationed at Ottawa, and Mr. T. Bertrand, stationed at Montreal. Special assistance in connection with labour disputes was also rendered on various occasions in the Maritime Provinces and elsewhere by Mr. E. McG. Quirk, of Montreal. Mr. Quirk, though not actually an officer of the Department of Labour, has frequently been appointed as a special representative. The services of the correspondents of the *Labour Gazette* and superintendents of the employment offices were also utilized in connection with conciliation work at various points.

Special attention was given during the year to the labour situation in the coal fields of Nova Scotia, Alberta and British Columbia. Mr. D. T. Bulger, Vancouver, continued to act throughout the year as chairman of the Cost of Living Commission which was established in 1918 on request of the coal miners and operators of Vancouver island to deal with cost of living and wages matters there. The other members of the commission are Mr. Tully Boyce, of Nanaimo, on behalf of the coal operators, and Mr. J. McAllister, of Cumberland, on behalf of the coal miners. Four reports were submitted by this Commission dealing with the cost of living in June, September and December, 1921, and in March, 1922, respectively. Reference is made to the operations of this commission in previous annual reports of the department.

DISPUTES IN WHICH DEPARTMENT MEDIATED

The following is a list of the more important cases in connection with which mediation work was performed during the year by personal intervention on the part of the Minister of Labour, or by officers or agents of the department and by correspondence, the mediation being as a rule effective in preventing a strike or in ending a strike when the controversy had reached that stage.

Industry	Occupation and Locality	Nature of Case
<i>Mining—</i>		
Coal miners.....	Glance Bay, N.S., May, 1921	Alleged discrimination against certain employees on account of age limit.
Coal miners.....	Ardley, Alta., October, 1921.....	Alleged non-payment of wages.
Coal miner.....	Bankhead, Alta., June, 1921	Claim of an employee for payment for certain work.
Coal miners.....	Brulé, Alta., June, 1921..	Concerning a reduction in wages.
Coal miners.....	Coalspur, Alta., June, 1921.	Concerning a reduction in wages.
Coal miners.....	Drumheller, Alta., April, 1921.....	Alleged non-payment of wages..
Coal miners.....	Drumheller, Alta., December, 1921.....	Respecting a reduction in wages.
Coal miners.....	Drumheller, Alta., February, 1922.....	Concerning reduction in wages.
Coal miners.....	Hillcrest, Alta., May, 1921.	Respecting contract rates for certain work.
Coal miners.....	Hillcrest, Alta., April, 1921	Respecting wage rate for certain contract work.
Coal miners.....	Rosedale, Alta., June, 1921	Concerning wage rates.
Coal miners.....	Wayne, Alta., April, 1921..	Respecting price charged contract miners for powder.
Coal miners.....	Wayne, Alta., April, 1921..	Respecting wage rates.
Coal miners.....	Wayne, Alta., July, 1921..	Concerning price charged employees for powder.

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Industry	Occupation and Locality	Nature of Case
<i>Building and Construction—</i>		
Stonecutters.....	Montreal, Que., May, 1921.	Dispute concerning demand of stonecutters for increased wage rates.
Various trades.....	Ottawa, Ont., May, 1921..	General dispute in the building trades respecting wage rates.
Various trades.....	Toronto, Ont., January, 1922.....	Concerning a reduction in wages affecting plasterers, plasterers' labourers and sheet metal workers.
Plumbers.....	Moose Jaw, Regina and Saskatoon, Sask., June, 1921.....	Concerning a reduction in wages of plumbers.
Painters.....	Calgary, Alta., April, 1921.	Concerning a demand for increased wages and shorter hours.
Bricklayers.....	Calgary, Alta., May, 1921.	Respecting a dispute between a contracting firm and bricklayers in regard to wages and alleged discrimination.
Stonecutters.....	Calgary, Alta., June, 1921.	Concerning a proposed reduction of wages by a contracting company.
Carpenters and painters.....	Prince Rupert, B.C., January, 1922.....	Concerning complaint that current wage rates were not being paid in connection with the construction of a warehouse for the Canadian National Railways.
<i>Metals, Machinery and Conveyances—</i>		
Sheet metal workers.	Hamilton, Ont., May, 1921	A dispute affecting sheet metal workers, employed by a car manufacturing company and involved in a general strike of the building trades, which delayed construction of refrigerator for the Canadian National Railways.
Machinists.....	Hamilton, Ont., December, 1921.....	Concerning complaint from International Association of Machinists in regard to wage rates and working conditions in a car manufacturing plant holding contract for repair of cars for the Canadian National Railways.
Sheet metal workers.	Calgary, Alta., June, 1921.	Dispute concerning a reduction in wages.
Machinists.....	Calgary, Alta., September, 1921.....	Dispute concerning a reduction in wages.
Sheet metal workers.	Edmonton, Alta., July, 1921.....	Dispute respecting a reduction in wages.
<i>Pulp and Paper—</i>		
Pulp and paper workers.....	Beauharnois, Que., April, 1921.....	Respecting a reduction in wages.
Pulp and paper workers.....	Cornwall, Ont., April, 1921	Respecting a reduction in wages.
<i>Printing and Publishing—</i>		
Printers.....	London, Ont., May, 1921..	Alleged discrimination against an employee.
Printers.....	Toronto, Hamilton, Montreal, Winnipeg, and Ottawa, May, June and July, 1921.....	Dispute concerning increased wages and shorter hours.
<i>Clothing—</i>		
Garment workers.....	Montreal, Que., November, 1921.....	Concerning a reduction in wages and an increase in hours.
Tailors.....	Hamilton, Ont., August, 1921.....	Dispute concerning a reduction in wages.
<i>Leather—</i>		
Shoeworkers.....	Toronto, Ont., May, 1921..	Dispute concerning a reduction in wages.

Industry	Occupation and Locality	Nature of Case
<i>Transportation (Steam Railway Service)—</i>		
Railway shopmen.....	St. Thomas, Ont., December, 1921.....	Respecting the closing down of railway shops.
Railway clerks.....	St. Thomas, Ont., February, 1922.....	Concerning the discontinuance of extra compensation for certain work paid an employee of a railway company.
Railway telegraphers.	Welland, Ont., March, 1922	Alleged violation of agreement on the part of a railway company.
<i>Transportation (Electric Railway Service)—</i>		
Street railway employees.....	Saskatoon, Sask., April, 1921.....	Concerning request for increased wages.
Street railway employees.....	Calgary, Alta., April, 1922.	Dispute concerning limitation of seniority clause.
<i>Navigation—</i>		
Harbour employees...	Montreal, Que., May, 1921.	Respecting a reduction in wage rates.
Coal dock employees.	Fort William and Port Arthur, September, 1921	Respecting a reduction in wage rates put into effect by two railway companies.
Firemen, oilers and coal passers.....	Vancouver, B.C., July, 1921.....	Dispute concerning a reduction in wages.
<i>Miscellaneous Transport—</i>		
Coal drivers.....	Ottawa, Ont., May, 1921..	Dispute concerning a reduction in wages.
Transfer employees...	Toronto, Ont., March, 1922	Request for increased wages by employees of a railway company.
<i>Municipal Employment—</i>		
Firemen and policemen.....	Calgary, Alta., April, 1921.	Concerning a demand for increased wages.
<i>Miscellaneous—</i>		
Hydro electric employees.....	Toronto, Ont., January, 1922.....	Dispute concerning a change in wages and working conditions.
Musicians.....	Calgary, Alta., September, 1921.....	Concerning a reduction in wages.

THE CALGARY OFFICE

During the year 1921, there was a marked decrease in the number of industrial disputes in this area. This is largely accounted for by the fact that the wage scales in the building industries were amicably settled, and also that the wage contracts between employers and employees in the coal mining industry, did not expire until March 31, 1922.

Like most other industries coal mining suffered a depression during the year. The demand for coal has been normal, while the industry is admittedly over-developed. During the war period, the industry supported a large number of employees, and it is now in the position of having the same number looking to it for their maintenance, while its production has materially decreased.

In the year 1921, the bituminous mines in District Eighteen worked an average of 197½ days; Lethbridge lignite mines, 210 days; Drumheller lignite mines, 128½ days, and the only anthracite mines in the district (at Bankhead) worked 265 days. The average earnings of a contract miner employed at the principal collieries in District Eighteen for the year 1921, was \$9.61 per shift. The day wage men received an average of \$7.18 per shift, while day wage boys made \$4.42 per shift. Contract miners employed at same mines earned an average of \$2,104 for the year. Day wage men averaged \$1,572, and boys received \$1,158.

The average number of men and boys employed during the calendar year is officially placed at 10,018, the pay-roll amounting to \$15,922,773, or an average earning per employee of \$1,589.42.

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During the year 1921, the output of coal from the mines of District Eighteen, comprising Alberta and southeastern British Columbia, was 6,784,262 tons, and for the year 1920, 7,852,856 tons; a decrease in tonnage for the year 1921 of 1,068,594 tons.

The office of the Director of Coal Operations which had had jurisdiction over the coal mining industry of Alberta and eastern British Columbia, ceased to exist at the close of the parliamentary session of 1921. Notwithstanding urgent representation upon the part of miners and operators, it was not deemed expedient to renew the legislation with regard to that position. During the period July, 1917, to June, 1922, the Coal Director had adjudicated upon five hundred and twenty-eight disputes in the coal mines of District Eighteen. After the expiration of the aforesaid legislation, Mr. W. H. Armstrong, who had officiated as Director of Coal Operations, sat as independent chairman on two or three minor disputes, which were satisfactorily adjusted.

The wage contract between the Western Canada Coal Operators' Association and the United Mine Workers of District Eighteen was completed in July, 1920, and dated for two years from April 1, 1920.

Events attending the termination of the agreement on March 31, the reference of the consequent dispute to a Board of Conciliation and Investigation under the chairmanship of Mr. W. E. Knowles, K.C., of Moose Jaw, and the strike of miners beginning on April 1, are matters into which it is unnecessary here to enter at length; but were such as to involve continuous and arduous exertions on the part of departmental officers concerned.

During the fiscal year concluding March 31, the building industry in this area materially felt the results of the general business depression. Very little construction work was attempted in the Prairie Provinces and as a result many of the employees in the building trades crafts were idle. Assistance was rendered by departmental officers in drawing up trade agreements at Calgary, Edmonton, Lethbridge and Regina. Two or three minor disputes arose and assistance was also given in these instances and amicable adjustments made.

During the months of July and August, 1921, the department sent a special representative to this area with a view to explaining to employer and employee the Joint Industrial Council plan. Meetings were held at Calgary, Edmonton, Saskatoon, Regina and Moose Jaw. In practically all of these centres the employer and employee displayed marked interest in the explanations. A Joint Industrial Council in the building trades was established at Saskatoon and one is now under consideration at Edmonton. It seems probable that with a revival in the building trades in the West this method of dealing with problems in the construction industry will be much in favour.

Wage schedules were prepared during the period mentioned for Federal Government work but principally for employment in connection with the National Parks. Only one dispute arose in connection with this work which was regarding the demolition of a steel bridge in the Rocky Mountains Park of Canada at Banff, which matter was satisfactorily adjusted.

The officers of the Calgary office of the department investigated twenty-seven industrial disputes during the period covered by this report. Seventy-nine employers and nine thousand two hundred and sixty-nine employees were affected by the disputes. In many instances the offer of mediation by the department's officers was instrumental in preventing a cessation of work in the industries concerned.

Periodical visits were paid to associations of employees and employers in the principal centres of industry. Assistance was rendered wherever possible in the preparation of working agreements between parties affected. Increased interest in the work of the department and its publications is apparent and many inquiries were received from employees and employers for information upon various subjects in which they are interested.

III. FAIR WAGES

The fair wages policy of the Government of Canada is based on a resolution of the House of Commons which was adopted in the session of 1900, as follows:—

“That it be resolved, that all Government contracts should contain such conditions as will prevent abuses, which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy, and deems it the duty of the Government to take immediate steps to give effect thereto.

“It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant or Dominion public funds.”

Additional force was given to the fair wages resolution in the revision of the Railway Act in 1903 by the inclusion in that statute of a section requiring the payment of current rates of wages to all workmen engaged in the construction of lines of railway towards which the Parliament of Canada voted financial aid.

An Order in Council was also adopted in 1907 requiring contractors to post fair wages schedules in a conspicuous place on the public works under construction and to keep a record of payments made to workmen in their employ, such records to be open for inspection by the fair wages officers of the Government.

In connection with proposed works of construction schedules are generally prepared setting forth the minimum wages rates and hours of labour to be observed in the performance of the contract. In other cases the practice is to insert a clause calling for the observance of the current wages and hours of the district and providing that in the event of a dispute arising as to what are the current wages or hours the same shall be determined by the Minister of Labour whose decision shall be final.

Apart from the preparation of fair wages conditions for inclusion in contracts for works of construction the fair wages policy has also been applied to contracts for the manufacture of certain classes of Government supplies.

During the year 1921-22 the Department of Labour prepared fair wages conditions in connection with the execution of twenty-three contracts. These were divided among the different departments of the Government as follows: Public Works, 4; Railways and Canals, 7; Marine and Fisheries, 4; Interior, 3; Militia and Defence, 5.

On June 7, 1922, an Order in Council was passed to secure the more effective observance of the fair wages policy. Although this step was not taken during the fiscal year ending March 31, 1922, it has been thought well for purposes of information to include the terms of the Order in Council in the present annual report. The text of this order appears at the end of the present chapter.

WORKS FOR WHICH FAIR WAGES CONDITIONS WERE PREPARED

The following tables give particulars regarding fair wages conditions prepared in the Department of Labour during the fiscal year 1921-22:—

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DEPARTMENT OF PUBLIC WORKS

Nature of work	Locality	Date fair wages conditions supplied by department	Amount of contract	Issue of Labour Gazette in which fair wages conditions published
Reconstruction of Parliament Buildings.....	Ottawa, Ont.....	June 23, 1921.....	Amount not specified. Contractors to receive percentage on actual cost of contract.	Vol. Page. See XVI 1773 for original contract.
Work in government shipyard.....	Victoria Island, Ottawa Ont.....	June 29, 1921.....	No contract awarded, work performed by day labour.	
Harbour improvements.....	Toronto, Ont.....	Feb. 1, 1922.....	No contract awarded, work performed by day labour.	
Construction of dry dock.....	Esquimalt, B.C.....	Feb. 7, 1922.....	\$4,220,000 (approx.)	

DEPARTMENT OF RAILWAYS AND CANALS

Placing stone protection along summit level.....	Welland Canal, between Thorold and Port Colbourne, Ont.	April 30, 1921.....	\$4.00 per cu. yd.....	
Construction of Hamlet bridge substructure and contingent dredging.....	Trent Canal, Ont.....	June 8, 1921.....	\$60,000 (estimated).....	XXI 1191
Construction of sections 1 and 2.....	Welland Canal, Ont.....	June 30, 1921.....	\$7,714,410 (estimated).....	XXI 1911
Construction of sections 3 and 4.....	Welland Canal, Ont.....	Sept. 1, 1921.....	\$16,000,000 (estimated).....	XXII 332
Supply and erection of two highway steel swing bridges at locks 1 and 3.....	Welland Canal, Ont.....	Jan. 13, 1922.....	\$17,910.....	XXII 332
Erection of a highway steel swing bridge.....	Trent Canal, Hamlet, Ont.....	Jan. 13, 1922.....	\$15,686.....	XXII 332
Supply and erection of two highway swing bridges.....	Lachine Canal, Que.....	Jan. 13, 1922.....	\$26,600 each bridge.....	XXII 227

DEPARTMENT OF MARINE AND FISHERIES

Erection of a steel skeleton tower.....	Vicinity of Paspébiac, Bonaventure County, Que.	June 15, 1921.....	\$1,275.	
Erection of a wooden fog-alarm building.....	Vicinity of Quatsino, Comox-Atlin District, B.C.	Aug. 6, 1921.....	No contract awarded.	
Construction of a building for light and fog-alarm station.....	Vicinity of Angus Island, Lake Superior Dis- trict, Ont.	Mar. 6, 1922.....	No contract awarded.	
Construction of a building for light and fog-alarm station.....	Vicinity of Trowbridge Island, Lake Superior District, Ont.	Mar. 6, 1922.....	No contract awarded.	

DEPARTMENT OF THE INTERIOR

Nature of work	Locality	Date fair wages conditions supplied by department	Amount of contract	Issue of Labour Gazette in which fair wages conditions published	Vol. Page.
Improvements in government park.	Rocky Mountains Park, Banff, Alta.	May 6, 1921.	No contract awarded, work performed by day labour.		
Improvements in government park.	Waterton Lakes Park, Waterton, Alta.	May 6, 1921.	No contract awarded, work performed by day labour.		
Improvements in government park.	Jasper Park, Jasper, Alta.	May 17, 1921.	No contract awarded, work performed by day labour.		

DEPARTMENT OF MILITIA AND DEFENCE

Maintenance of military properties.	Quebec, Que.	June 25, 1921.	No contract awarded, work performed by day labour.		
Maintenance of military properties.	Ottawa, Ont.	June 29, 1921.	No contract awarded, work performed by day labour.		
Maintenance of military properties.	London, Ont.	July 16, 1921.	No contract awarded, work performed by day labour.		
Maintenance of military properties.	Halifax, N.S.	Aug. 22, 1921.	No contract awarded, work performed by day labour.		
Work at government arsenal.	Lindsay, Ont.	Sept. 9, 1921.	No contract awarded, work performed by day labour.		

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TABLE showing, by Provinces, the Fair Wages Conditions prepared, 1921-22

Department of Government	Nova Scotia	Quebec	Ontario	Alberta	British Columbia	Total
Public Works.....			3		1	4
Railways and Canals.....		1	6			7
Marine and Fisheries.....		1	2		1	4
Interior.....				3		3
Militia and Defence.....	1	1	3			5
Total.....	1	3	14	3	2	23

POST OFFICE CONTRACTS.—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1921-22.

Name of Order	Amount of Order
Making metal dating stamps and type and making other hand stamps and brass crown seals.....	\$ 13,842 81
Making and repairing rubber stamp daters, etc.....	3,319 31
Supplying stamping material, pads and ink.....	3,864 09
Making and repairing post office scales.....	13,044 35
Supplying mail bagging.....	143,580 27
Supplying mail bag fittings.....	79,258 36
Making and supplying articles of official uniforms, also supplying cloth for official uniforms.....	220,307 88
Making and supplying letter carriers' satchels.....	7,774 21
Supplying letter boxes, locks and keys, also repairing letter boxes, etc.....	3,032 55
Total.....	\$ 488,023 83

FAIR WAGES COMPLAINTS ON GOVERNMENT WORKS

As in previous years complaint was made to the Department of Labour in various cases that contractors for government works were not complying with the fair wages requirements of their contracts. Most of these complaints related to alleged payment of lower wages rates than were contemplated by the contract. Investigation was made of all these complaints by fair wages officers of the Department of Labour and steps were taken to secure the rights of those concerned. Some of the contracts in question contained fair wages schedules. In other cases it was necessary for the fair wages officer to ascertain the rates current in the district, the requirement of the contract in these cases being that the contractor should pay the workpeople the rates of wages current in the district for the various classes of labour required.

Following is a list of the complaints relative to alleged non-payment of fair wages rates on government contracts which were dealt with by the Department of Labour during the year:—

TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1922

Complaint received	Locality and public work	Department affected	Subject of investigation	Disposition
April 29, 1921 Jan. 26, 1922	Vancouver, B.C. Ballantyne Pier.	Vancouver Harbour Commission.	Alleged that contractors were not paying the prevailing rates of wages; also that overtime rate was not being paid for time worked on Saturday afternoon.	Investigation showed that the contract did not contain a fair wages clause. An officer of the department succeeded in adjusting the complaints respecting certain rates and a conference was arranged between the Vancouver Harbour Commissioners and the Vancouver Trades and Labour Council which resulted in a promise of investigation of the whole subject. The matter was also taken up with the Department of Marine and Fisheries.
May 5, 1921 Jan. 4, 1922	Banff, Alta. Bridge over Bow River.	Public Works.....	Complaint that a reduction had been made in the wages of structural iron workers and that the employees in question had ceased work. Alleged also that common labour was being employed in the demolition of an old steel bridge instead of structural iron workers.	Investigation was made by an officer of the department and the first mentioned dispute was referred to the Department of Public Works. A settlement was reached. An officer of the department succeeding in bringing about a settlement of the latter complaint, a certain number of union men being employed.
May 13, 1921	Trent Canal, Nassau, Dam	Railways and Canals.	Alleged that certain employees were not being paid the current rates in the district.	Investigation by an officer of the department showed that the claim was not justified.
June 5, 1921	Welland Canal.....	Railways and Canals.	1. Complaint of carpenters on section 5 re working conditions.	1. Investigation was made of this complaint by one of the fair wages officers and the facts were brought to the attention of the Department of Railways and Canals.
July 25, 1921			2. Complaint that workmen were forced to work overtime on Sundays and holidays at the rate for straight time.	2. Investigation by an officer of the department showed that the complaint was not justified.
Aug. 12, 1921			3. Protest against the ten-hour day and alleged endeavours on the part of the contractors to extend the hours of labour on the contract.	3. The Minister of Labour advised that a ten-hour day prevailed generally on work of this character in the district.
Sept. 2, 1921			4. Request made to ascertain and establish the current rates of wages of the various classes of labour employed.	4. This matter received the special attention of the Minister of Labour and the Minister of Railways and Canals. Various conferences between the contractors and representatives of the workmen having failed to bring about a satisfactory adjustment, it was finally arranged that the Department of Labour should establish and post a schedule of wages and hours which were to be observed by all parties concerned. On September 27 this schedule was posted, effective September 1. A provision was made fixing a nine hour day for the winter months.
Oct. 11, 1921			5. Complaint from the carpenters, plumbers and steamfitters that the rates set out in the schedule which was posted on September 27 were not those prevailing in the district.	5. The Minister of Labour advised that the matter had been fully investigated and that the rates in question were found to be correct.
Dec. 1, 1921			6. Complaint against contractors for sections 1 and 2 for their action in asking the employees to sign an agreement to work Sundays at straight hourly rates.	6. An officer of the department was instructed to interview the contractors and to inform them that the wages schedule required payment for all services rendered on Sundays at the rate of time and one-half and that the contractors were expected to comply with the provisions of the schedule, and also that obtaining release from individual workmen by coercion would not relieve the contractor of his responsibility in the matter.
Jan 30, 1922			7. Advice was received from the contractors on sections 1 and 2, giving thirty days notice of a proposed reduction in wages.	7. The contractors were advised that they must observe the requirements of the fair wages clause in the contract and in the event of a dispute arising as to what was the current or fair and reasonable rate same should be decided by the Minister of Labour whose decision would be final. An officer of the department was instructed to post the fair wages clause on the work and to visit the Welland Canal for the purpose of determining the current wage scale of the district.

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Feb. 8, 1922			8. Official notice was received from the contractors on section 5 asking for a change in wages rates and classifications. Complaint regarding working hours.		8. A conference was held in the Minister of Labour's office, Ottawa, at which rates for certain classes of labour were discussed with the respective representatives. The matter was taken up with the Department of Public Works and Insurance was later received that the eight-hour day would be put into effect.
Oct. 12, 1921	Lawler's Island, Halifax, N. S., Immigration Building, Ont., Printing Bureau, Excavation work.	Public Works	Complaint that wages were not being paid to certain employes for time lost on account of the conditions.		Investigation showed that this claim was not justified.
Oct. 28, 1921	Ottawa, Quebec, Que.	Public Works	Alleged that wages of carpenters had been reduced below the current scale.		Investigation by an officer of the department showed that the complaint was not justified.
Nov. 14, 1921	Quebec, Que.	Militia & Defence	Alleged that contractors were not paying the prevailing rates of wages.		An officer of the department investigated the matter and found that the complaint was justified. Assurance was received from the contractors that the prevailing rates would be paid.
Nov. 17, 1921	Amherst, N.S., Armouries	Public Works	Alleged that carpenter work was being done at the Government Yard by labourers and that the eight-hour day was not being complied with.		Upon investigation it was found that the work referred to was repairs to the roofs of buildings and certain fencing on the Ste. Anne's Canal which was carried on by the Superintendent of the Canal, and the complainant was advised to refer any similar complaints to the Superintendent of the Canal.
Dec. 6, 1921	Sainte Anne de Bellevue	Public Works			
Jan. 3, 1922	Rideau Canal, Ottawa, Ont.	Railways and Canals	Alleged that labourers were not being paid the prevailing rate of wages.		The matter was taken up with the Department of Railways and Canals who advised that arrangements would be made for payment of increased wages.
Jan. 11, 1922	Esquimalt, B.C., Dry Dock.	Public Works	Complaint that a reduced scale of wages had been posted. It was claimed that under the terms of contract the wages rates should not be reduced below those contained in a fair wages schedule which had been posted by the Department of Labour in June, 1921. Request was made that a proper legal interpretation of the matter be obtained from the Department of Justice. Complaint was also made that the sub-contractors were not paying overtime rates for time worked on Saturday from 12 o'clock noon to midnight. Several other complaints were received the year in relation to the wages of different classes of labour employed on the dry dock.		The matter was taken up with the Department of Public Works who obtained a legal interpretation of the subject from the Department of Justice to the effect that the contract was subject to the general fair wages clause calling for the observance of the current rates in the district. The matter of overtime rates was investigated by an officer of the department and it was found that two shifts were employed. The Minister of Labour submitted a ruling to the effect that where two shifts were employed straight time at the regular hourly rates would apply for work performed from 12 o'clock noon to midnight. Investigation was made of the several complaints regarding rates of wages by an officer of the department and the matters in question were disposed of in some instances by agreements between the parties concerned and in other cases by departmental rulings.
Jan. 28, 1922	Toronto, Ont., Harbour Works.	Public Works	Alleged that the prevailing rates of wages were not being paid to certain classes of labour.		This matter was investigated by an officer of the department and recommendations concerning the same were made to the Department of Public Works.

FAIR WAGES POLICY OF THE GOVERNMENT OF CANADA

P. C. 1206

Certified copy of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General, on the 7th June, 1922

The Committee of the Privy Council have had before them a report, dated 30th May, 1922, from the Minister of Labour, stating that he has had under consideration the desirability of adopting more effective measures to secure the observance of what is known as the Fair Wages Policy of the Government of Canada, and submitting as follows in connection therewith:—

The policy in question is based on a resolution which was adopted by the House of Commons in March, 1900, in the terms following:—

That it be resolved, that all Government contracts should contain such conditions as will prevent abuses, which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy, and deems it the duty of the Government to take immediate steps to give effect thereto.

It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.

Under the authority of an Order in Council of August 30, 1907, contractors are required to post in a conspicuous place on any public works under construction the schedule of wages inserted in their contracts for the protection of the workmen employed, and also to keep a record of payments made to workmen in their employ, the books or documents containing such record to be open for inspection by fair wages officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.

In conformity with the foregoing, conditions have been inserted in Government forms of contract requiring the observance of current wage rates and providing that in the event of any dispute arising as to what constituted the current rates of wages the same should be determined by the Minister of Labour, whose decision should be final.

An examination of the fair wage clauses of the forms of contract in use in the several Government departments shows that these differ in various respects. It is desirable that the labour provisions in question should be made as nearly uniform in terms and administration as possible.

The minister, therefore, with a view to securing the purposes desired submits the following recommendations for approval:—

That the conditions following, marked "A," shall be observed by the department or departments concerned in connection with all contracts made on behalf of the Government of Canada for the construction or remodelling of public buildings of all kinds, railways, canals, roads, bridges, locks, dry docks, elevators, harbours, piers, wharves, lighthouses, and other works for the improvement and safety of transportation and navigation, rifle ranges, fortifications, and other works of defence, dams, hydraulic works, slides, piers, booms, and other works for facilitating the transmission of timber, and all other works and properties constructed or remodelled for the Government of Canada; also that the like conditions shall, as far as practicable, be observed by the department or departments of Canada, in connection with all agreements made by the Government involving the grant of Dominion public funds in the form of subsidy, advance, loan, or guarantee for any of the purposes mentioned; and that returns shall be furnished by the departments concerned to the Department of Labour showing the nature of all contracts which have been entered into during the month preceding to which these conditions apply, the names and addresses of the contractors, the dates and amounts of the contracts, and the text of the Fair Wages Schedules, if any, inserted in such contracts.

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That the conditions following, marked "B," shall be observed by the department or departments concerned in connection with all contracts for the manufacture and supply to the Government of Canada of fittings for public buildings, harness, saddlery, clothing, and other outfit for the military and naval forces, Royal Canadian Mounted Police, letter carriers, and other Government officers and employees, mail bags, letter boxes, and other postal stores, and any other articles and things hereafter designated by the Governor in Council; and that returns shall be furnished by the departments concerned to the Department of Labour showing the nature of all contracts which have been entered into during the month preceding to which these conditions apply, the names and addresses of the contractors, and the dates and amounts of the contracts.

A

(1) In the case of all contracts to which these conditions apply, the department of the Government concerned shall communicate to the Department of Labour the nature of the proposed contract and the classes of labour likely to be required in its execution. The Department of Labour shall thereupon prepare and furnish to the department concerned schedules setting forth the rates of wages generally accepted as current for competent workmen of the various classes required in the district in which the work is to be performed or if there be no current rates in the district, then fair and reasonable rates, the same to be recognized as the minimum rates of wages payable to the various classes of workmen employed; and also setting forth the hours of labour fixed by the custom of the trade in the district, or if there be no such custom then fair and reasonable hours, the same to be recognized as the maximum hours during which the several classes of workmen employed shall be required to work, except for the protection of life or property or on due cause shown to the satisfaction of the Minister of Labour. By the term "current wages" and the term "hours of labour fixed by the custom of the trade" in the foregoing are meant respectively the standard rates of wages and hours of labour either recognized by signed agreements between employers and workmen in the district from which the labour required is necessarily drawn or actually prevailing, although not necessarily recognized by signed agreements.

(2) The following provision shall be inserted in all Government contracts containing fair wages schedules:—

In the event of any dispute arising as to the wages or hours to be observed under the fair wages schedule or as to the wages and hours of any class of labour not covered by the fair wage schedule, the same shall be determined by the Minister of Labour, whose decision shall be final; payment may also be withheld of any moneys which would otherwise be payable to the contractor until the Minister of Labour's decision has been complied with.

(3) In any case where the Department of Labour is unable to furnish schedules of wages and hours for the purpose aforesaid, the Department of Labour may recommend the insertion of a general clause in the terms following:—

All mechanics, labourers, or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed, and if there be no current rate in such district, then a fair and reasonable rate, and shall work such hours as those fixed by the custom of the trade in the district where the work is carried on, or if there be no custom of the trade as respects hours in the district, then fair and reasonable hours, except for the protection of life and property, or on due cause shown to the satisfaction of the Minister of Labour. In the event of a dispute arising as to what is the

current or a fair and reasonable rate of wages or what are the current hours fixed by the custom of the trade or fair and reasonable hours, it shall be determined by the Minister of Labour, whose decision shall be final. Payment may also be withheld of any moneys which would otherwise be payable to the contractor until the Minister of Labour's decision has been complied with. By the term "current wages" and the term "hours of labour fixed by the custom of the trade" in the foregoing are meant respectively the standard rates of wages and hours of labour either recognized by signed agreements between employers and workmen in the district from which the labour required is necessarily drawn or rates actually prevailing, although not necessarily recognized by signed agreements.

(4) In all cases where clerks of works or other inspecting officers are appointed by the Government to ensure the due observance of the contract, they shall be specially instructed by the department concerned to do all in their power to see that the labour conditions are fully complied with and to report any apparent violations to the department with which the contract was made.

(5) The following provisions shall also be inserted in all contracts to which these conditions apply:—

(a) The contractor shall post and keep posted in a conspicuous place on the premises where the contract is being executed, occupied or frequented by the workmen, the fair wages clause or schedule inserted in his contract for the protection of the workmen employed.

(b) The contractor shall keep proper books and records showing the names, trades, and addresses of all workmen in his employ and the wages paid to and time worked by such workmen, and the books or documents containing such record shall be open for inspection by the fair wages officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.

(c) The contractor shall not be entitled to payment of any money which would otherwise be payable under the terms of the contract in respect of work and labour performed in the execution of the contract unless and until he shall have filed with the minister in support of his claim for payment a statement attested by statutory declaration, showing (1) the rates of wages and hours of labour of the various classes of workmen employed in the execution of the contract; (2) whether any wages in respect of the said work and labour remain in arrears; (3) that all the labour conditions of the contract have been duly complied with; nor, in the event of notice from the Minister of Labour of claims for wages, until the same are adjusted. The contractor shall also from time to time furnish the minister such further detailed information and evidence as the minister may deem necessary in order to satisfy him that the conditions herein contained to secure the payment of fair wages have been complied with, and that the workmen so employed as aforesaid upon the portion of the work in respect of which payment is demanded have been paid in full.

(d) In the event of default being made in payment of any money owing in respect of wages of any workmen employed on the said work and if a claim therefor is filed in the office of the minister and proof thereof satisfactory to the minister is furnished, the said minister may pay such claim out of the moneys at any time payable by His Majesty under said contract and the amounts so paid shall be deemed payments to the contractor.

(e) These conditions shall extend and apply to moneys payable for the use or hire of horses or teams, and the persons entitled to payments for the use or hire of horses or teams shall have the like rights in respect of moneys so owing them as if such moneys were payable to them in respect of wages.

(f) With a view to the avoidance of any abuses which might arise from the sub-letting of contracts it shall be understood that sub-letting, other than such as may be

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customary in the trades concerned, is prohibited unless the approval of the minister is obtained; sub-contractors shall be bound in all cases to conform to the conditions of the main contract, and the main contractor shall be held responsible for strict adherence to all contract conditions on the part of sub-contractor; the contract shall not, nor shall any portion thereof be transferred without the written permission of the minister; no portion of the work to be performed shall be done at the homes of the workmen.

(g) All workmen employed upon the work comprehended in and to be executed pursuant to the said contract shall be residents of Canada, unless the minister is of opinion that Canadian labour is not available or that other special circumstances exist which render it contrary to the public interest to enforce this provision.

The following provisions shall be inserted in all contracts to which these conditions apply:—

(1) All workmen, labourers, or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed, and if there be no current rate in such district, then a fair and reasonable rate, and shall work such hours as those fixed by the custom of the trade as respects hours in the district where the work is carried on, or if there be no custom of the trade as respects hours in the district then fair and reasonable hours, except for the protection of life and property, or on due cause shown to the satisfaction of the Minister of Labour. In the event of a dispute arising as to what is the current or a fair and reasonable rate of wages or what are the current hours fixed by the custom of the trade or fair and reasonable hours it shall be determined by the Minister of Labour, whose decision shall be final; payment may also be withheld of any moneys which would otherwise be payable to the contractor until the Minister of Labour's decision has been complied with.

By the term "current wages" and the term "hours of labour fixed by the custom of the trade," in the foregoing are meant respectively the standard rates of wages and hours of labour either recognized by signed agreements between employers and workmen in the district from which the labour required is necessarily drawn or actually prevailing, although not necessarily recognized by signed agreements.

(2) The contractor shall post and keep posted in a conspicuous place on the premises where the contract is being executed, occupied or frequented by the workpeople, the foregoing fair wages clause for the protection of the workpeople employed.

(3) The contractor shall keep proper books and records showing the names, trades, and addresses of all workmen in his employ and the wages paid to and time worked by each workman and the books and documents containing such record shall be open for inspection by the fair wages officer of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.

(4) The contractor's premises and the work being performed under this contract shall be open for inspection at all reasonable times by any officer authorized by the Minister of Labour for this purpose; all such premises shall be kept by the contractor in sanitary condition.

(5) With a view to avoidance of any abuses which might arise from the sub-letting of contracts it shall be understood that sub-letting, other than such as may be customary in the trades concerned, is prohibited unless the approval of the minister is obtained; contractors shall be bound in all cases to conform to the conditions of the main contract, and the main contractor shall be held responsible for strict adherence to all contract conditions on the part of contractors; the contract shall not, nor shall any portion thereof be transferred without the written permission of the minister; no portion of the work to be performed shall be done at the homes of the workpeople, or, except as specially provided for under legislative authority, by inmates of penal institutions.

(6) All workmen employed upon the work comprehended in and to be executed pursuant to this contract shall be residents of Canada, unless the minister is of opinion that Canadian labour is not available or that special circumstances exist which would render it contrary to the public interest to enforce this provision.

(7) The contractor shall not be entitled to payment of any money which would otherwise be payable under the terms of the contract in respect of work and labour performed in the execution of the contract unless and until he shall have filed in the office of the minister in support of his claim for payment a statement attested by statutory declaration showing: (1) the rates of wages and hours of labour of the various classes of workmen employed in the execution of the contract; (2) whether any wages in respect of the said work and labour remain in arrears; (3) that all the labour conditions of the contract have been duly complied with; nor, in the event of notice from the Minister of Labour of claims for wages, until the same are adjusted. The contractor shall also from time to time furnish to the minister such further detailed information and evidence as the minister may deem necessary in order to satisfy him that the conditions herein contained to secure the payment of fair wages have been complied with, and that the workmen so employed as aforesaid upon the portion of the work in respect of which payment is demanded have been paid in full.

(8) In the event of default being made in payment of any money owing in respect of wages of any workman employed on the said work, and if a claim therefor is filed in the office of the minister and proof thereof satisfactory to the minister is furnished, the said minister may pay such claim out of the moneys at any time payable by His Majesty under said contract and the amount so paid shall be deemed payments to the contractor.

The committee concur in the foregoing recommendations and advise that the same be approved accordingly.

RODOLPHE BOUDREAU,

Clerk of the Privy Council.

It is to be understood that where the term "minister" occurs in the Order in Council, except in the fourth paragraph on page 2, the reference is to the minister of the department with which the contract is made.

IV. STATISTICAL BRANCH

Under special arrangements with the Dominion Statistician certain classes of statistics which specially relate to the work of the Department of Labour have been left for the attention of the officers of that Department. The subjects embraced in the arrangement as to which the Department of Labour is charged with the collection of information are as follows: (1) various aspects of industrial disputes, (2) retail prices of commodities of daily life, (3) current wages and hours in different industries. The work of the Statistical Branch on these matters may be summarized as follows:—

RECORD OF STRIKES AD LOCKOUTS FOR THE YEAR

Strikes and lockouts during the calendar year 1921, numbered 145, as against 285 for the preceding year, and the number of workers involved stood at 22,930 as compared with 52,150 during 1920. In amount of time loss, however, the disputes of 1921 slightly exceeded those of 1920, there being 956,461 working days lost as against 886,754 in 1920, approximately half the time loss of 1921 being due to prolonged strikes in the printing trades and in pulp and paper manufacturing. The accompanying tables give the principal figures for the calendar year 1921 and for each previous year back to 1901.

The departmental record of strikes and lockouts in Canada was begun on the establishment of the department toward the end of 1900 and particulars of industrial disputes have been given each month in the *Labour Gazette*, and also as early in each year as possible a summary statement for the previous calendar year is printed in the *Labour Gazette*, with a statistical analysis. The figures are given for the calendar rather than the fiscal year, because in this form they become more easily comparable with statistics on the same subject gathered in other countries, which also as a rule use the calendar year. The figures printed are inclusive of all strikes which come to the knowledge of the department, and the methods taken to secure information practically preclude probability of omissions of a serious nature. So far as concerns figures given with respect to duration of strikes, numbers of employees concerned, etc., it is impossible always to secure exact information, but the estimate made in such cases is the result of painstaking methods in the collection of data, and with increasing experience in dealing with the subject it is believed that the statistics indicate the conditions with reasonable precision.

RECORD OF INDUSTRIAL DISPUTES IN CANADA BY YEARS, 1901-1921

Year	No. of Disputes		Disputes in Existence in period		
	In existence in year	Beginning in year	Employers involved	Employees involved	Time loss in working days
1901.....	104	104	273	28,086	632,311
1902.....	121	121	420	12,264	120,940
1903.....	146	146	927	50,041	1,226,500
1904.....	99	99	575	16,482	265,004
1905.....	89	88	437	12,223	217,244
1906.....	141	141	1,015	26,050	359,797
1907.....	149	144	825	36,624	621,962
1908.....	68	65	175	25,293	708,285
1909.....	69	69	397	17,332	871,845
1910.....	84	82	1,335	21,280	718,635
1911.....	99	96	475	30,094	2,046,650
1912.....	150	148	989	40,511	1,099,208
1913.....	113	106	1,015	39,536	1,287,678
1914.....	44	40	205	8,678	430,054
1915.....	43	38	96	9,140	106,149
1916.....	75	74	271	21,157	208,277
1917.....	148	141	714	48,329	1,134,970
1918.....	196	191	766	68,489	763,241
1919.....	298	290	1,913	138,988	3,942,189
1920.....	285	272	1,272	52,150	886,754
1921.....	145	138	907	22,930	956,461
All.....	2,666*	2,593	15,003	729,277	18,604,254

* A dispute extending over the end of a calendar year is included more than once in this figure.

The record of the department includes lockouts as well as strikes but a lockout or an industrial condition which is undoubtedly a lockout is rarely encountered. In the statistical tables, therefore, strikes and lockouts are recorded together under the term industrial disputes.

A strike or lockout, included as such in the records of the department, is a cessation of work involving six or more employees and lasting more than one working day. Disputes of only one day's duration or less and disputes involving less than six employees are not included in the published record but a separate record of such disputes is maintained in the department and the figures are given in the annual review. During 1921 there were 22 such disputes involving 1,486 employees and a time loss of 2,020 working days.

The only widespread and prolonged disputes during the year, involving as mentioned above over half the time loss, were in pulp and paper making and in the printing and publishing industry. In the pulp and paper industry there were strikes in eight localities against reductions of wages, varying in duration from 14 to 128 days, involving 4,257 employees and a time loss of 201,346 working days. In the printing and publishing industry there were strikes in 16 localities, in most cases for a 44-hour week with a wage increase per hour, the disputes involving 2,613 employees and a time loss of 317,934 working days. Fifteen of these strikes began in the spring but five were terminated within a comparatively short time. The others were unsettled at the end of the year. The building trades in Hamilton and Ottawa were out over 60 days against reduction of wages and involved 503 employees with a time loss of 32,192 days in Hamilton and 1,400 men and 59,720 days in Ottawa.

None of the strikes during the year involved very large numbers of employees, but there were five strikes involving over 1,000 employees. These five strikes, however, involved 7,100 employees and 22.8 per cent of the total time loss for the year. The largest number involved in a single strike in one locality was 2,000 in the pulp and

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paper-makers' strike at Sault Ste. Marie, Ont., but 2,257 employees were involved in strikes in pulp and paper-making in other localities at practically the same time. In a strike of meat-packing employees at Toronto there were 1,500 involved, but the duration of the strike was only 13 days, involving a time loss of 19,500 days. A similar strike of meat-packing employees at Montreal at about the same time involved 600 men for 48 days with a time loss of 24,200 days. The strike in the building trades at Ottawa also involved a large number of men (1,400 for 61 days, involving a time loss of 59,720 days). In the garment workers' strike at Montreal in November, 1,200 men were involved and the strike was unternminated at the end of the year. There were seven strikes in which the workers numbered over 500 but less than 1,000, altogether involving 4,122 employees with a time loss of 222,412 working days or 23.2 per cent of the total time loss for the year. There were 98 strikes, or 67.6 per cent of the total, involving less than 100 employees, with a time loss of 128,306 working days, or 29.7 per cent of the total time loss of the year.

An analysis by time loss shows there were ten disputes, each involving a time loss of over 50,000 working days with a total of 561,840 working days, or 58.7 per cent of the total for the year. Of disputes under 30 days' duration there were 85, or about 60 per cent of all, but these involved only 13.6 per cent of the time loss.

An analysis by provinces shows that out of 145 disputes, 53 occurred in Ontario and 25 in Quebec and these involved 79.2 per cent of the total time loss for the year; time losses were distributed among the other provinces in the following order: Nova Scotia, 7 per cent; New Brunswick, 6.4 per cent; British Columbia, 4 per cent; Manitoba, 2.3 per cent; Alberta, 0.7 per cent; Saskatchewan, 0.4 per cent; Prince Edward Island had only one strike of moulders involving 9 employees for 17 days, a time loss of 153 days, a negligible percentage of the total.

By industries, the greatest time loss occurred in printing and publishing, the figure standing at 317,934 days, or 33.3 per cent of the total for the year, and in pulp and paper-making the time loss was 201,346 days, or 21 per cent of the total. In building and construction the time loss was 153,372 days, or 16 per cent of the total.

An analysis of the disputes by causes shows that 87 strikes were against reductions in wages, these involving 16,255 employees and a time loss of 517,103 working days. Of these 87 disputes, 48 ended in favour of the employers, 26 ended in compromises, 9 in favour of employees and 4 were indefinite or were unternminated at the end of the year. Thirty-four strikes were for increased wages or shorter hours and other related causes or both. Three strikes against discharge of employees involved 192 employees, three for recognition of union involved 116 employees, and two against the employment of non-unionists involved 91 employees. There were three sympathetic strikes involving 81 employees. Strikes for causes involving issues as to wages and hours, therefore, numbered 121 out of 145 and involved 20,766 employees out of the total of 22,930 and resulted in time loss of 909,470 working days out of the total of 956,461.

An analysis by methods of settlement shows that 60 disputes involving 6,652 employees were settled by negotiations between the parties; of these 19 were in the building trades and 12 in the metal trades. Eighteen disputes involving 2,881 employees were settled as a result of conciliation or mediation, in most cases through the officers of the Department of Labour, 8 of these being in the building trades. Fifteen disputes involving 4,351 employees were settled by arbitration, six of these being in pulp and paper-making, and one dispute involving 55 men (street railway men in Victoria, B.C.), was terminated by a reference to a Board under the Industrial Disputes Investigation Act. In 19 disputes the employees involved (3,850 in number) returned to work on the employers' terms and in 12 disputes, involving 647 employees, the strikers were replaced.

STATISTICS OF PRICES AND WAGES

The statistical work on prices and on wages has been carried on during the year along the same lines as in recent years. From month to month the *Labour Gazette* has contained statistics of retail prices in the various industrial centres throughout the Dominion with summary tables and a statistical analysis of the movement in both retail and wholesale prices. Schedules of wages, industrial agreements and changes in wages have also been regular features of the *Labour Gazette*. Two reports on rates of wages and hours of labour in various trades in several centres were issued for the months of June and September, respectively, as supplements to the *Labour Gazette*, following Report No. 1 on wages and hours from 1901-1920, issued in March, 1921. These reports brought down to 1921 the tables of index numbers of wage rates. The tables of retail prices published monthly in the *Labour Gazette* have contained average prices of foods, calculated by the Dominion Bureau of Statistics from reports from representative dealers in each city and from reports secured through the resident correspondents of the *Labour Gazette*. From these correspondents also were secured the statistics published in the *Labour Gazette* as to retail prices of coal, wood, coal oil and as to rentals for workingmen's houses. From the average figures for each province and for the Dominion, ascertainable from these figures, comparative statements as to the average cost of food, fuel and rent from month to month and year to year have been published in the form of a weekly family budget. This budget was designed to show the changes in the costs for an average family of a man, wife and three children, living on an income of \$16 per week in 1910 (\$21 in 1913), the figures in the budget of food, fuel and rent adopted being estimated to represent about two-thirds of the total family expenditure. The budget was first published for the years 1910 and 1911 with the object of showing at least in part the movement in retail prices and cost of living as compared with the movement in wholesale prices as indicated by the index number of wholesale prices, the regular publication of which was begun at the same time. The publication of the family budget has therefore served this purpose pending the construction of an index number of retail prices, for which data as to clothing, boots, etc., have been gathered during the past two years.

The collection of statistics of wages has been continued and extended, information on this subject being secured in connection with the work of the department on fair wages schedules, proceedings under the Industrial Disputes Investigation Act, 1907, conciliation and mediation, strikes and lockouts, industrial agreements, reports of changes in wages and hours, also by reports furnished by labour organizations and representative employers. Of the three wage bulletins mentioned above the third contained an addendum on wages in coal mines from 1901 to 1921, giving statistics not available for Report No. 1, issued a year earlier. The index numbers covering 21 occupations in 13 cities and certain sample cases in factory labour, in lumbering and in coal mining are intended to indicate approximately the movement in wage rates, pending the calculation and publication of an index number covering the matter more completely.

Statistics as to the movements of prices in other countries have been published as in previous years, the considerable development of statistical work of this nature in nearly all countries having increased the amount of information available.

The statistics of wholesale prices collected by the department have been in considerable demand during the past year in connection with the analysis of the trend of prices and industrial and trade conditions. It is interesting to note that during 1921 two new index numbers of wholesale prices in Canada have been constructed, the one by Professor H. Michell, of McMaster University, designed to reflect sensitively trade conditions, the other by the Canadian Bank of Commerce, divided into two groups, one of goods chiefly exported and the other of goods chiefly imported. Another index number of wholesale prices in Canada was in process of construction

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by the Federal Reserve Board of the United States and was published soon after the end of the fiscal year. In accordance with an arrangement with the department under the Statistics Act, 1918, the Dominion Bureau of Statistics has also had under construction for some time an index number of wholesale prices in Canada intended to replace, as the official index number of wholesale prices, the index calculated and published by the department since 1910. The new index, it is proposed, will make possible from various view points and by the best statistical method the analysis of price movements required for the study of trade and industrial conditions.

The statistics of prices and cost of living have been used to a considerable extent in the adjustment of wages, while in some cases employers and employees have agreed to adjust wage rates from time to time according to the cost of living statistics in the *Labour Gazette*.

In the coal mining district of Vancouver Island the operators and the miners have agreed to continue the arrangement made at the end of 1918, whereby the changes in the cost of living are ascertained every three months by a commission and a corresponding change in wages is effected. Such adjustments in wages are in the nature of a flat increase (or decrease) for all classes of employees, including the clerical and office staffs. The following adjustments were recommended and made during the fiscal year: May, 1921, a decrease of $26\frac{1}{4}$ - $27\frac{1}{2}$ cents per day; August 1, 1921, a decrease of $21\frac{1}{2}$ - $22\frac{3}{4}$ cents per day; November 1, 1921, a decrease of $6\frac{1}{2}$ - $6\frac{3}{4}$ cents per day; February 1, 1922, a decrease of 30-31 cents per day. The lower of the two rates is for mines where the base rate was \$3 per day and the higher where the base rate was \$3.15 per day. The commission consists of Mr. D. T. Bulger, Fair Wages Officer of the Department of Labour, chairman, Mr. Tully Boyce, for the operators, and Mr. Matthew Gunniss, for the miners.

INDEX NUMBERS OF RATES OF WAGES FOR 21 CLASSES IN 13 CITIES OF CANADA, 1901-1921

Rates in 1913=100

Year	Building Trades 7 classes		Metal Trades 5 classes		Printing Trades 2 classes		Street Railways 1 class		Steam Railways 6 classes	Average for 15 classes†, ‡ 21 class.	
	Weekly rates	Hourly rates	Weekly rates	Hourly rates	Weekly rates	Hourly rates	Weekly rates	Hourly rates	*Rates	Weekly rates	†Hourly rates
1901.....	69.3	60.3	72.8	68.6	66.6	60.0	65.7	64.0	70.8	69.8	64.9
1902.....	73.2	64.2	74.2	70.2	68.3	61.6	70.0	68.0	73.6	72.7	67.8
1903.....	74.6	67.4	76.2	73.3	69.0	62.6	72.1	71.1	76.7	74.2	70.7
1904.....	76.3	69.7	78.9	75.9	72.3	66.1	74.0	73.1	78.6	76.4	73.1
1905.....	78.6	73.0	81.3	78.6	74.2	68.5	74.4	73.5	78.9	78.6	75.3
1906.....	81.7	76.9	82.4	79.8	75.8	72.2	76.7	75.7	80.2	80.8	77.9
1907.....	84.8	80.2	85.0	82.4	79.3	78.4	82.2	81.4	85.5	83.9	81.9
1908.....	85.9	81.5	87.3	84.7	81.5	80.5	82.5	81.8	86.7	85.5	83.3
1909.....	87.3	83.1	88.6	86.2	83.8	83.4	81.5	81.1	86.7	86.9	84.5
1910.....	90.0	86.9	89.5	88.8	88.2	87.8	86.5	85.7	91.2	89.4	88.4
1911.....	92.6	90.2	92.2	91.0	91.8	91.6	88.1	88.1	96.4	92.1	91.2
1912.....	97.4	96.0	95.9	95.3	96.0	96.0	92.3	92.3	98.3	96.4	96.2
1913.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1914.....	100.3	100.8	100.4	100.5	102.4	102.4	100.6	101.0	101.7	100.6	101.1
1915.....	100.5	101.5	101.2	101.5	103.6	103.6	97.4	97.8	101.7	101.0	101.6
1916.....	101.5	102.4	110.4	106.9	105.8	105.8	102.5	102.2	104.9	110.3	105.2
1917.....	108.8	109.9	124.0	128.0	111.3	111.3	115.1	114.6	110.1	114.5	114.8
1918.....	123.8	125.9	146.7	155.2	123.7	123.7	130.3	142.9	133.2	131.6	135.1
1919.....	142.9	148.2	165.3	180.1	145.5	145.9	150.5	163.3	154.2	151.0	158.0
1920.....	171.9	180.9	189.3	209.4	181.7	184.0	179.1	194.2	186.6	179.3	190.3
1921.....	164.0	170.5	166.2	186.8	188.3	193.3	177.9	192.1	165.3	168.8	176.5

*Per mile, day, etc.

†Includes Index numbers of mileage rates, etc., on steam railways.

‡Does not include railway classes.

SUPPLEMENTARY INDEX NUMBERS OF RATES OF WAGES FOR COMMON LABOUR IN FACTORIES, MISCELLANEOUS FACTORY TRADES, LUMBERING AND COAL MINING INDUSTRIES: 1911-1921.

Rates in 1913=100

Year	Common Labour in Factories: 35 Samples (a)	Miscellaneous Factory Trades: 72 Samples (a)	Lumbering: 15 Samples (a)	Coal Mining 3 districts
	Hourly rates	Hourly rates	Hourly rates	Daily rates
1911.....	94.9	95.4	96.3	97.5
1912.....	98.1	97.1	98.8	98.3
1913.....	100.0	100.0	100.0	100.0
1914.....	101.0	103.2	94.7	101.9
1915.....	101.0	106.2	89.1	102.3
1916.....	110.4	115.1	109.5	111.7
1917.....	129.2	128.0	130.2	130.8
1918.....	152.3	146.8	150.5	157.8
1919.....	180.2	180.2	169.8	170.5
1920.....	215.3	216.8	202.7	197.7
1921.....	190.6	202.0	152.6	208.3

(a) Index numbers for 1921 calculated by reducing those for 1920 by the extent of the average decrease per cent in each group from 1920 to 1921, shown by the samples available for both 1920 and 1921 as follows:—Common labour in factories, 65 samples; miscellaneous factory trades, 257 samples; lumbering, 46 samples.

In addition to the statistics as to retail prices of food and fuel, and as to rates for rent, the department during 1920 and 1921 secured figures as to retail prices of staple lines of clothing, including footwear, from retail dealers throughout Canada, for each year back to 1913. The figures relate to prices prevailing at the end of the year in each case but since 1919 prices have been secured more frequently. From these quotations the percentages of changes in the cost of clothing have been calculated. Information was also secured as to the prices of household supplies, furniture, furnishings, etc., and an estimate has been made as to the percentage changes in the cost of miscellaneous items, the effect of the information gathered showing that such changes are approximately equal to the average changes in other items. The percentage changes in food, fuel, and rent have been calculated from the weekly budgets published in the *Labour Gazette* from month to month, and the accompanying table summarizes the changes from year to year by groups, the figures for each group and for all items being weighted according to the family budget method. From July, 1920, to June, 1921, food and clothing prices fell steeply, and fuel slightly, while rent advanced. Thereafter changes in all groups were not great.

CHANGES IN THE COST OF LIVING IN CANADA FROM 1913 TO 1921

(Percentages of increase in cost by groups over 1913)

Date	Food	Fuel	Rent	Cloth- ing	Sun- dries	All
Dec. 1914.....	8	2*	8*	10	.....	2
Dec. 1915.....	11	3*	16*	25	5	4
Dec. 1916.....	38	10	14*	43	10	19
Dec. 1917.....	67	34	6*	67	45	43
Dec. 1918.....	86	63	2	98	60	61
Dec. 1919.....	101	66	17	134	80	79
July 1920.....	130	91	34	160	90	101
Dec. 1920.....	102	118	39	135	90	92
Mar. 1921.....	80	109	39	95	87	77
June 1921.....	52	97	43	73.	81	63
Sept. 1921.....	61	89	44	67	70	62
Dec. 1921.....	50	87	45	58	66	56
Mar. 1922.....	44	81	45	55	64	53

*Decrease.

V. LABOUR GAZETTE

During the year the *Labour Gazette* has been published monthly in both the English and the French languages, the average paid up monthly circulation of the English edition having been 9,785 copies and of the French edition 1,924 copies. The *Labour Gazette* constitutes the official record of all proceedings under the Industrial Disputes Investigation Act, 1907, and publishes the reports of all Boards of Conciliation and Investigation appointed under the Act. In addition it also prints either complete or summarized reports of proceedings of official commissions, of labour conventions, and of international and other important conferences held in this and other countries, that relate to industrial matters. The *Labour Gazette* also collects and compiles in condensed form information upon industrial disputes and agreements, fluctuations in employment, changes in wages and hours of labour and other working conditions, the course of wholesale and retail prices in Canada and other countries, fatal industrial accidents, technical education and other subjects. In order that such information with respect to Canada shall be as comprehensive as possible, the department maintains correspondents in some sixty industrial centres in the Dominion. Reports have been given of important legal proceedings and of typical legal decisions affecting labour.

Increasing attention has been given during the year to new labour and other social legislation in Canada. Articles have been printed from time to time summarizing such laws that have been passed during the 1921 sessions of the Dominion and Provincial Parliaments. In addition a special report has been published respecting legislation enacted in 1921 (in continuation of a series started by the department a few years ago), in which laws respecting workmen's compensation, minimum wages, etc., are either reproduced in full or extensively quoted.

In the preparation and indexing of volume XXI of the *Labour Gazette*, which covers the calendar year 1921, care has been taken to present material in concise form in order both to facilitate the work of reference and to effect economy in the matter of space. During the year it was found necessary to have reprints of certain articles of unusual industrial interest.

The *Labour Gazette*, being an official publication, and the matter appearing therein being largely of a specialized nature, its contents become frequently a matter of quotation. Credit to the *Labour Gazette* is usually given where the publication quoting is of recognized standing, and the journals named below are among those which, during the year, reprinted, in whole or in part, original articles appearing in the *Labour Gazette*. The following list is by no means inclusive, and does not of course include ordinary references to the monthly statistical articles on employment, prices, etc.: International Labour Office-Industrial and Labour Information, British Labour Gazette, Labour Overseas, United States Monthly Labour Review, Weekly News Summary (U.S. Department of Labour), Bloomfield's Labour Digest, Labour Gazette (India), Canadian Congress Journal, Law and Labor, The Survey, Industrial Canada, Canadian Manufacturer, Canadian Forum, Canada Lumberman, Canadian Mining Journal, Industrial News Survey, Vocational Summary, Business Information Service (New York), Industrial Welfare, Journal of Industrial Hygiene, National Safety News (United States), Factory, Ottawa Citizen, Alberta Labour News, London Free Press, Regina Leader, Daily News Record (New York), International Brotherhood of Blacksmiths' Monthly Journal.

VI. THE EMPLOYMENT SERVICE BRANCH

The present statement represents the fourth annual report of the Employment Service Branch of the department, known commonly as the Employment Service of Canada, being for the fiscal year ended March 31, 1922. During the year agreements under the Employment Offices Co-ordination Act were completed with all the provinces except New Brunswick and Prince Edward Island, and in the province of New Brunswick agreements were made with the cities of Moncton and Chatham. The agreements with municipalities were made in accordance with the provisions of the 1920 amendment to the act. Under this amendment the Minister of Labour is empowered to set aside from the moneys available under the act an amount for the maintenance of employment offices other than those operated by provincial governments provided that the provincial government concerned does not propose to enter into an agreement for the maintenance of employment offices. The New Brunswick government has agreed to pay twenty-five per cent of the expenditure on employment offices established by municipalities in the province signing the agreement.

At the beginning of the year there were seventy-five employment offices operating under the Employment Offices Co-ordination Act and at the end of the year there were seventy-seven distributed among the provinces as follows: Nova Scotia, 4; New Brunswick, 2; Quebec, 5; Ontario, 27; Manitoba, 9; Saskatchewan, 10; Alberta, 6; British Columbia, 14. The office at Grand Forks, B.C., was closed during the year and new offices were opened at MacLeod, Alberta, and Chatham, N.B.

The agreement entered into with the provinces and with the municipalities in New Brunswick followed in the main the agreement for the year 1920-21. A new clause included as legitimate expenditure under the Employment Offices Co-ordination Act per diem allowances and travelling expenses of members of provincial and local Employment Service councils provided that such councils were granted no powers or duties other than those approved by the Minister of Labour and provided that copies of all minutes of the meetings of these councils were forwarded to the Department of Labour. A section of the 1920-21 agreement under which the provincial governments agree to organize their respective Employment Services in such a way as to render employers and employees the services afforded by commercial employment agencies was omitted as unnecessary and a new section was added under which the provinces agreed to establish divisions for professional and business and handicapped workers in localities where the volume of business seemed to justify such action.

LIST OF EMPLOYMENT OFFICES

The following is a list of employment offices and clearing houses operated under the Employment Offices Co-ordination Act as at March 31, 1922:—

NOVA SCOTIA—Amherst, Halifax, New Glasgow, Sydney.

NEW BRUNSWICK—Moncton, Chatham.

QUEBEC—Hull, Montreal, Quebec, Sherbrooke, Three Rivers.

ONTARIO—Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton,

Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa (2),

Pembroke, Peterboro, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Sudbury, Timmins, Toronto (2), Windsor.

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MANITOBA—Brandon, Dauphin, Portage la Prairie, Winnipeg (6).

SASKATCHEWAN—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina (2),

Saskatoon, Swift Current, Weyburn, Yorkton.

ALBERTA—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat, MacLeod.

BRITISH COLUMBIA—Cranbrook, Fernie, Kamloops, Kelowna, Nanaimo, Nelson, New

Westminster, Prince George, Prince Rupert, Revelstoke, Vancouver (2), Vernon, Victoria.

PROVINCIAL CLEARING HOUSES—Montreal, Toronto, Winnipeg, Regina, Calgary, Vancouver.

INTERPROVINCIAL CLEARING HOUSES (Department of Labour)—Maritime Clearing House, Halifax; Eastern Clearing House, Ottawa; Western Clearing House, Winnipeg.

STATISTICAL REPORT OF EMPLOYMENT OFFICES

During the fiscal year 1921-22 there were 75 employment offices operating under the terms of the Employment Offices' Co-ordination Act.

During the year the number of applications for employment reported by the offices of the Employment Service was 546,168, of which 442,333 were from men and 103,835 from women. During the preceding year applications for employment numbered 445,280.

Vacancies notified by employers to the Service during the year totalled 437,682, of which 333,266 were for men and 104,416 for women. The number of vacancies reported to the Service during the previous year was 452,344.

During the fiscal year the total number of placements effected by the offices was 363,475, of which 276,867 were in regular employment and 86,608 in casual work (employment of a duration of one week or less is termed casual). Of the placements in regular employment, 242,089 were of men and 34,778 of women. The total number of placements reported during the fiscal year 1920-21 was 420,036, of which 340,291 were in regular employment.

The following tables show the applications, vacancies and placements reported by the offices of the Employment Service in the various provinces during the fiscal year.

APPLICATIONS for employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1921-March, 1922, inclusive.

Province	Men	Women	Total
Nova Scotia.....	12,190	1,910	14,100
New Brunswick.....	5,591	983	6,574
Quebec.....	32,178	5,318	37,496
Ontario.....	145,492	41,704	187,196
Manitoba.....	56,690	25,571	82,261
Saskatchewan.....	65,569	7,054	72,623
Alberta.....	55,157	11,736	66,893
British Columbia.....	69,466	9,559	79,025
Canada.....	442,333	103,835	546,168

VACANCIES in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1921-March, 1922, inclusive.

Province	Men	Women	Total
Nova Scotia.....	5,565	1,577	7,142
New Brunswick.....	4,025	969	4,994
Quebec.....	8,011	4,247	12,258
Ontario.....	104,787	39,561	144,348
Manitoba.....	54,527	26,892	81,419
Saskatchewan.....	81,822	9,465	91,287
Alberta.....	46,549	13,239	59,788
British Columbia.....	27,980	8,466	36,446
Canada.....	333,266	104,416	437,682

PLACEMENTS in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1921-March, 1922, inclusive.

Province	Regular Placements			Casual Placements			Total Placements		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Nova Scotia.....	3,896	782	4,678	1,323	193	1,516	5,219	975	6,194
New Brunswick.....	2,760	459	3,219	1,088	215	1,303	3,848	674	4,522
Quebec.....	6,806	2,706	9,512	346	59	405	7,152	2,765	9,917
Ontario.....	71,847	9,702	81,549	20,926	16,558	37,484	92,773	26,260	119,033
Manitoba.....	36,495	6,327	42,822	6,998	16,262	23,260	43,493	22,589	66,082
Saskatchewan.....	56,132	3,868	60,000	4,528	2,228	6,756	60,660	6,096	66,756
Alberta.....	37,431	6,286	43,717	3,853	4,050	7,903	41,284	10,336	51,620
British Columbia.....	26,722	4,648	31,370	5,585	2,396	7,981	32,307	7,044	39,351
Canada.....	242,089	34,778	276,867	44,647	41,961	86,608	286,736	76,739	363,475

DISBURSEMENTS TO THE PROVINCES AND TO THE CITIES OF MONCTON AND CHATHAM, N.B.

For the fiscal year under review the federal disbursements to the provinces and to the municipalities of Moncton and Chatham, N.B., for the maintenance of employment offices totalled \$239,269.01. The following table shows the distribution of the payments among the different items of expense accepted as proper maintenance expenditures under the agreement.

—	Alberta	British Columbia	Manitoba	Nova Scotia	Ontario	Quebec	Sask.	City of Moncton	City of Chatham	Total
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Salaries.....	19,157 25	21,621 02	27,310 70	5,243 41	58,502 17	12,757 15	18,344 30	2,450 05	274 04	165,660 09
Travelling expenses.....	3,065 71	958 93	487 85	159 09	1,151 24	190 96	1,218 26	3 00	7 23	7,235 04
Rental.....	5,392 92	4,171 64	5,047 48	815 00	12,620 01	1,590 00	5,146 48	300 00	97 00	35,180 53
Heat.....	61 85	1 88	133 97	24 37	994 90	208 84	14 75	20 50	.....	1,461 06
Light.....	61 69	102 80	90 13	27 22	383 03	13 48	99 79	10 04	2 00	790 18
Water.....	.....	72	97 26	.....	46 90	.....	.....	.....	1 00	145 88
Office supplies and expenses...	770 23	1,775 55	1,653 15	158 44	1,665 89	1,530 83	647 89	52 27	19 86	8,274 11
Telephones.....	1,834 33	879 67	1,184 78	227 32	2,572 34	117 34	1,007 22	58 06	12 23	7,893 26
Telegrams.....	352 90	590 28	212 81	27 73	518 48	.....	347 82	24 66	.....	2,074 68
Postage, express and cartage....	293 03	297 42	401 34	163 59	987 51	.....	577 95	45 00	5 26	2,771 10
Advertising.....	896 43	674 86	982 41	454 05	662 79	.....	268 63	20 13	28 80	3,988 10
Office cleaning.....	.....	.....	.....	170 12	2,057 08	.....	.....	27 00	.....	2,254 20
Repairs and alterations.....	.....	50 23	1,261 11	93 66	50 88	.....	83 62	1 25	.....	1,540 75
Totals.....	31,886 34	31,125 00	38,862 99	7,564 00	82,213 22	16,408 60	27,756 71	3,008 96	443 19	239,269 01

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STAFF

At the beginning of the fiscal year there were 307 persons employed in the Employment Service of Canada, of whom 58 were on the staff of the Dominion Government—51 in the Department of Labour at Ottawa, 5 in the Interprovincial Clearing House at Winnipeg and 2 in the Branch Clearing House at Moncton. The remaining 249 were distributed among the staffs of the various provincial governments as follows: British Columbia, 31; Alberta, 26; Saskatchewan, 28; Manitoba, 35; Ontario, 92; Quebec, 26; New Brunswick, 3; Nova Scotia, 8.

At the end of the year the total number of employees was 308. Of these, 57 were employed by the Federal Department of Labour, 50 at Ottawa, 5 in the Interprovincial Clearing House at Winnipeg, and 2 in the Branch Clearing House that during the year was moved from Moncton to Halifax.

CONFERENCES

During the year annual conferences of the International Association of Public Employment Services, of the Employment Service Council of Canada, and of the western representatives of the Employment Service were held. The conference of the International Association which met at Buffalo September 7-9, 1921, brought together from various points in the United States and Canada men and women interested in employment service work and employment problems in general. Mr. T. W. Phillips, C.B.E., Principal Assistant Secretary of the British Ministry of Labour, in charge of the Employment and Insurance Branch of the Ministry, was also present and was the principal speaker at the dinner session on September 7, when he described the work of his department of the Ministry. Papers dealing with employment service problems and procedure were read during the conference by delegates from the United States and Canada, and one of the sessions was devoted to papers and discussions on the prevention of unemployment. On the last day, resolutions were adopted supporting the principle of a national employment service and recommending the reservation of public works for periods of industrial depression in so far as practicable.

The Employment Service Council met at Ottawa the week previous to the meeting of the International Association, and the conference of the western representatives of the Service was held at Victoria in March, 1922. Some features of the proceedings of these gatherings are mentioned later.

EMPLOYMENT STATISTICS

Statistics covering the field of employment are gathered from four principal sources: semi-monthly reports from employers, daily reports from employment offices, trade union reports, and reports on building permits.

Some index to the state of employment in general is found in the total number of employees reported by employers, as compared with the total number reported by identical employers at a given date previous. The Employment Service secures a semi-monthly report on payrolls from over 6,000 employers of labour in all lines except agriculture.

Reports on civic employment, statements of payrolls of temporary employees of departments and commissions in the fifteen largest Canadian cities were during the greater part of 1921 compiled separately. It was decided, however, to include this information with the returns from employers and it is now being shown in this report mainly under the group heading Employment, Governmental.

Daily reports from all the offices of the Employment Service throughout Canada show the number of orders for workers received, the number of applications from workers received, and the number of placements made. Not only do these statistics

afford a check on the information derived from payroll reports, but they also show to what extent an unemployment situation is relieved through the work of the offices, or conversely how far the supply of available labour in the country falls short of the employers' demands. They make possible a comparison of the work done under the peculiar geographical and climatic conditions of Canada with that of similar services in other countries, and also the interpretation and control of the larger movements of labour between different geographical sections of the Dominion.

Reports from trade unions throughout the country show the number of members in each union and the number of members out of work or working short time, reflecting in a measure the state of employment in the more skilled trades. These reports are received monthly from approximately 1,550 labour organizations with an average membership of 180,000.

Since August, 1921, the Employment Service has issued a semi-monthly bulletin, "Employment," containing statistical and other information. In addition to statistics on reports from employers and employment offices, published semi-monthly, and on building permits and reports from trade unionists, published monthly, summaries of employment conditions based on all these sources of information are given in the bulletin together with charts showing the changes from week to week. Notes on various phases of employment work in Canada and other countries are also included.

LABOUR MOBILITY

The clearance work of the Employment Service was in general carried on during the year along the lines developed in 1919-20.

The Employment Service Council at its meeting in September, 1921, expressed the opinion that the entry of foreign workers should not be permitted without the approval of the general superintendent of the province concerned. The principle that workers should not be shipped from one province to another without the consent of the receiving province was reaffirmed by the Council and a motion was carried to the effect that the practice of notifying trade unions of requests for the importation of labour in organized trades should be continued. A clause from the report of the Committee on Immigration adopted by the Council approved the progress already made towards regulating the importation of labour in accordance with the supply available in Canada and recommended that importation be permitted only after the request had been referred to the Employment Service of Canada and the latter had shown that the workers required were not obtainable in the country. To this end a circular letter to employers was shortly afterwards issued by the Department of Immigration and Colonization.

Requests for workers are frequently received from employers in different parts of the country. The employer is advised in each case to apply for the labour required at the nearest local office of the Employment Service and the majority of these orders are satisfied by labour obtained near at hand.

Since 1919 a special transportation rate for persons being sent to employment at a distance has been granted. This rate has been twice revised, but from September, 1920, has been fixed at 2.7 cents per mile with a minimum fare of \$4, tickets issued at this rate being second class. The rate obtains over the following railways: Canadian National Railways, Canadian Pacific Railway, Grand Trunk Railway, Dominion Atlantic Railways, Kettle Valley Railroad, Michigan Central Railway, Pacific Great Eastern Railway, Quebec Central Railway, Temiskaming and Northern Ontario Railway, and Wabash Railroad. Reduced fare applies only in cases of bona fide placements through the Employment Service and presupposes the existence of a well-organized system of provincial and interprovincial clearance to insure that persons will not be despatched long distances when suitable employment is available near at hand.

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The number of special rate certificates issued by offices of the Service during the fiscal year 1921-22 was 33,998, of which 22,348 were issued to points in the same province as the despatching offices and 11,650 to points in other provinces.

FARM LABOUR

In accordance with the procedure adopted in the previous year for securing an adequate supply of harvest help for the Prairie Provinces, a preliminary survey of the needs of each province was undertaken early in the season through the local offices of the service. When estimates had been secured of the approximate number of workers required from outside points by each province and of the dates on which it was anticipated harvest operations would begin in the various districts, a conference was held at Winnipeg to make arrangements for the excursions. Representatives of the railways, of the farmers' organizations in the Prairie Provinces and officers of the Employment Service from these provinces and from British Columbia were present.

Strong representations were made at this conference in favour of granting excursion rates from British Columbia as well as from the eastern provinces in view of the unemployment situation on the Pacific Coast and arrangements were made later for excursions from both Victoria and Vancouver to points in Alberta and Saskatchewan. In regard to these excursions it was decided that only men selected by the offices of the Employment Service in Victoria and Vancouver were to be eligible for the reduced rates and that officers of the service at these points must be assured of the excursionists' intentions of engaging in harvest operations when they reached the prairies as well as of their ability to engage in farm work. Changes in crop conditions in Alberta during the summer necessitated the cancellation of all orders for outside help for that province and in view of these conditions it was arranged that the harvesters from British Columbia should go directly to farms in Saskatchewan on orders furnished the British Columbia offices by the Saskatchewan Employment Service.

As it was represented that the supply of labour in Nova Scotia was no more than was required in that province, no direct excursions were run from that province.

When the first excursion trains arrived in Winnipeg temporary employment offices were opened in the Canadian National and Canadian Pacific Railways stations to furnish inquiring harvesters with particulars of the requirements of the various districts as well as with full information regarding distances, fares and rates of wages to be paid. Manitoba and Saskatchewan representatives of the Employment Service were present and in daily telegraphic communication with the local offices as to their harvest labour requirements. While many of the harvesters were referred from Winnipeg direct to the farmers requiring help it was necessary in some cases to refer the workers to the local offices of the service from which the placements were made. Temporary employment offices for the purpose of dealing with harvesters were also opened in Alberta at Lomond and Retlaw, and in Saskatchewan at Melfort, Shaunavon and North Portal. Part time offices to aid in the distribution of farm labour were maintained throughout the summer at Camrose, Alberta, and Kerrobert, Saskatchewan.

Returns received from the railways indicate that in all 28,029 persons were forwarded from the East to the Prairie Provinces on harvest excursions in 1921 and 4,397 from British Columbia. Of the former, 23,119 secured harvesters' return tickets and of the latter 2,802, indicating that of the total, 80 per cent returned to their starting points.

At the meeting of the Employment Service Council in September, the Committee on Service for Special Classes gave careful consideration to the problem of selecting and distributing harvest labour. The report of this Committee noted the practice adopted by the Employment Service of advising the Railway Passenger Departments

of the estimated requirements for harvest labour following which the railways advertised their excursions in Eastern Canada at rates available to men, women or children, and pointed out that under this system no selection of harvest labour had been possible. It was therefore recommended by the Committee that the proper officers of the Employment Service should discuss with the railway officials the feasibility of having selection made in the East by the offices of the Employment Service acting upon orders received from the Clearing House. They also suggested that arrangements might be made with the railways for the running of excursions to various important centres in each of the Prairie Provinces from which harvest labour could be distributed more effectively than from Winnipeg. These recommendations were adopted by the Council as a whole. It is planned to have the officials of the various railways concerned confer with the members of the Employment Service Council on the subject at the meeting of the Council in June, 1922.

The Conference of the western representatives of the service which was held in March at Victoria discussed the possibility of securing reduced rates for farm workers in British Columbia going to points in Alberta and Saskatchewan for the spring seeding. As a result arrangements were later entered into with the railways for the granting of a considerably reduced fare during April to the persons in the coast cities seeking farm work through the offices of the service. It was found that this supply of labour would not be sufficient to meet the spring and summer demand in Saskatchewan and under an arrangement with the Canadian Pacific and Canadian National Railways special rates were granted in May, 1922, to farm workers going from Toronto, Hamilton or Ottawa, Ontario, to points in Saskatchewan. These workers were selected through the offices of the Employment Service, and were given the special rate on presentation of a certificate signed by the local employment office superintendent.

PLACEMENT IN PROFESSIONAL AND BUSINESS OCCUPATIONS

In many of the larger cities the interviewing and placement of applicants in the professional and business class is in charge of a special officer, while at Winnipeg and Toronto separate professional and business sections are maintained. In spite of unfavourable industrial conditions the placement work of these sections during the year under review was very satisfactory. The Toronto office adopted the practice of sending a bulletin listing some of its applicants to a number of local employers about once every two weeks, accompanied by a letter from the City Superintendent outlining the aims of the Employment Service and pointing out how it can serve employers. This bulletin service resulted directly in the successful placement of several of the professional and business applicants listed.

A law was enacted in British Columbia in 1919 prohibiting the collection of fees by employment agencies in so far as workmen are concerned. This legislation was intended to include teachers. As some question arose as to whether the section was sufficiently comprehensive, in order to establish the intention of the legislation more clearly, an amendment was passed in 1921 to the effect that "the expressions 'persons seeking employment' and 'workers' shall include public school teachers within the meaning of the Public Schools Act." Under authority of the amended section a prosecution was brought by the Provincial Department of Labour in February, 1922, against the manager of an agency for the employment of teachers who, acting personally rather than as manager of the company, charged a teacher three per cent of her salary, amounting to \$12, for assisting her to secure a position. Although the defendant pleaded not guilty he was convicted and ordered to pay a fine and the costs.

At the beginning of February, 1922, the Saskatchewan Teachers' Exchange, formerly maintained by the Provincial Department of Education, became an office of the Employment Service.

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Another phase of professional and business work which developed toward the end of the fiscal year was the co-operation of the Employment Service of Canada with the Employment Service of the Engineering Society of Queen's University, in distributing their applications to employers and making known vacancies to them.

PLACEMENT OF THE HANDICAPPED

The establishment of special divisions for handicapped workers in cities where the volume of business warranted such a step was recommended by the Employment Service Council of Canada and a clause to this effect was included in the agreement with the provinces for the fiscal year 1921-22. A special handicapped section was maintained in the Toronto office during the greater part of the year.

The specialized work involved in the placement of handicapped workers and the necessity for a separate section in the employment office for these cases are shown in an analysis made in June, 1921, of the handicapped applicants seeking employment at the Toronto office. In all, 200 cases were listed at that period with the office, 149 of whom were ex-service men and 51 civilians. One hundred and sixty-four (164) of the total number were apparently suffering from physical disabilities of various kinds, leg and arm amputations and wounds and injuries to the hand claiming the greatest number, while 21 were partially incapacitated through old age. Twenty were handicapped mentally and the remaining 16 were listed as doubtful cases, i.e., cases in which the precise nature of the handicap, if any, had not been ascertained. Of the 145 ex-service men coming under the physically or mentally disabled class, 75 had been retrained. Of these, however, forty-one had either been retrained in some occupation for which they were proving physically unfit or had forgotten how to use their training owing to the lapse of time since taking their courses. Only one civilian was retraining.

The Toronto office effected an arrangement with the Provincial Department of Health under which a doctor from the department held a clinic at the employment office at frequent intervals. By this means not only were the handicaps from which the men suffered more accurately determined and any malingering detected but severe cases of mental or physical disability were transferred to the Department of Health for treatment, or, if necessary, for commitment to the proper public institutions. A number of the applicants in the handicapped section were also examined by an experienced psychologist with the result that the office secured definite information on all its problem cases which proved of great value in the effort to place these men in employment.

PLACEMENT OF WOMEN

Separate divisions for women were maintained in all the larger offices, and in the Women's Divisions of the Toronto and Winnipeg offices separate sections were provided for the placement of women in farm, domestic and professional and business employment. In offices where a separate division was not maintained for women a special interviewer was usually assigned to this work. Several offices have a separate entrance for women and this practice, recommended by the Employment Service Council in September, 1921, was generally observed when alterations to office premises were made.

The total number of placements of women during the fiscal year 1921-22 was 76,739. About 55 per cent of these placements were in casual employment. There was a steady demand at most of the offices for women day workers and also for resident household workers of all kinds. As a general rule the industrial workers chiefly in demand were weavers, knitting mill operators and sewing machine operators in the textile industry, while packers and labellers for various food industries were also placed in large numbers.

The close co-operation between the Canadian Women's Hostels and the Women's Division of the Employment Service, recommended by the Employment Service Council was maintained and many of the British women brought to Canada by the Canadian Council of Immigration of Women for Household Service were placed through the Employment Service.

PLACEMENT OF JUNIORS

The junior office in Winnipeg continued its operations during the year under review and, although opportunities for suitable employment were somewhat scarce as a result of unfavourable industrial conditions, about 2,500 placements were effected. The outstanding feature of the work was the large number of boys and girls who applied and re-applied for employment. During the year almost every order for help placed in the office was immediately filled, the few exceptions being positions not considered suitable for junior workers. A follow-up system was maintained by the office which kept in touch with the various organizations in the city caring for juniors.

In September, 1921, a section was established in the Toronto office to deal with boys and handicapped workers and soon after the establishment of this section a separate entrance was provided for boys. An experienced psychologist from the staff of the University of Toronto, who is also a member of the Canadian Council on Mental Hygiene, has given much time in this section examining the boys registered. The definite first-hand information furnished by his reports proved of great value in carrying on the work of the section.

In addition to the work done in the special junior sections the Employment Service deals with a number of junior applicants in the general offices. The following table shows the number of applicants under 18 years of age in a number of the larger cities:—

City	Period	Boys	Girls	Total	Estimated Yearly Total
Vancouver.....	6 mths.	427	216	643	1,286
Victoria.....	6 "	106	120	226	452
Calgary.....	6 "	197	150	347	694
Regina.....	6 "	42	139	181	362
Winnipeg.....	10 "	2,037	2,076	4,113	4,935
Toronto.....	12 "	2,348	3,387	5,635	5,735
Hamilton.....	12 "	387	410	797	797
London.....	12 "	249	249	498	498
Ottawa.....	12 "	123	296	419	419
Montreal.....	6 m. (Boys) 3 m. (Girls)	448	183	.....	1,628

PROVINCIAL AND LOCAL EMPLOYMENT SERVICE COUNCILS

The establishment of Provincial and Local Employment Service Councils to assist in an advisory capacity in the administration of the Employment Service was endorsed by the Employment Service Council of Canada at its first and second meetings. The present form of agreement with the provinces calls for the organization of a provincial council in each province signing the agreement and of local councils in each city having a population of 25,000 or over, and at the third annual meeting of the Employment Service Council in September, 1921, a recommendation was passed requesting the Minister of Labour to urge the appointment of such councils upon the Provincial Governments which had not yet carried out the terms of the agreement. The Employment Service Council also recommended that members of the Council should urge their respective organizations to assist in the matter.

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In May, 1921, the Ontario Legislature passed an amendment to the Trades and Labour Branch Act empowering the Lieutenant Governor in Council to make regulations for the establishment of a Provincial Employment Service Council and of local Councils and to define the scope of their activities. Provision is made for the payment of travelling expenses and the fixing of a per diem allowance to members of the Provincial Council while on official business. Suggestions were made looking to the formation of a Provincial Council.

The Provincial Employment Service Council for Alberta, assisted by the local Councils of the Province, was active during the year in popularizing the Service among employers and workers.

Local Employment Service Councils have been established at Moncton, Moose Jaw, Prince Albert, Regina, Saskatoon, Yorkton, Calgary, Edmonton, Lethbridge and Medicine Hat, and in many instances have been of much value. Early in 1922 the Council at Moncton assisted in securing an appropriation of \$100,000 under the Government Housing Act for the construction of houses in the municipality. At Calgary in the spring of 1922 the Council gave its attention to the heavy demand for farm labour. While there was considerable unemployment in the Province difficulty was experienced in securing the number of farm hands required at the wages offered. The Council found that these wages were as high as those being offered throughout the Prairie Provinces at that time. The Secretary of the Council was therefore instructed to institute a campaign in the press for the purpose of pointing out to the citizens the seriousness of the situation and, in the event of little response being received, the Council advised the importation of labour.

COMMERCIAL EMPLOYMENT OFFICES

Legislation forbidding the operation of commercial employment offices has been in effect in Alberta, Manitoba and Saskatchewan since 1919 and in Nova Scotia and British Columbia since 1920, while in the provinces of Ontario and Quebec the number of commercial employment agencies has been reduced. At the end of the fiscal year 1920-21 further legislation was enacted in British Columbia definitely prohibiting the operation of commercial employment offices placing public school teachers and requiring all private employment offices acting as hiring agencies for employers to furnish to the General Superintendent of the province complete records of their transactions. Since the passage of this legislation the provincial Department of Labour has received reports from firms operating offices at other than their regular places of business, individuals carrying on the business of a private agency for more than one employer, offices maintained by associations of employers, crèches operated by municipal corporations and religious organizations. In the provinces where it is still legal for licensed commercial employment offices to operate some progress towards their elimination has been made as in certain cases the license under which an office operated expired and in accordance with the terms of the agreement between the federal and provincial governments such license was not renewed.

VII. TECHNICAL EDUCATION

The Technical Education Act has now been in operation for three years and its results are apparent in every province of the Dominion. The assistance given to the provinces has stimulated activity in all branches of the work and resulted in the spread of vocational education from the few large industrial centres to the smaller cities and towns. Every province is studying the educational needs of those children who are not provided for by the established academic schools, and an earnest effort is being made to extend the scope of the educational system to provide the needed vocational and citizenship training for young people entering industry and for all who have left school without sufficient training to enable them to properly fulfil the duties and responsibilities of citizenship and to advance in their work.

Vocational education is an effort to extend the scope of school work and to make educational methods scientific, that is, to base the curricula on organized facts and set up definite, clear objectives for each course. When it is pointed out that approximately 10 per cent of Canada's population can neither read nor write, that less than 20 per cent of her young people receive a complete secondary school education and that approximately one-half of her children leave school before receiving a training which a child of average intelligence should complete before his fourteenth year, it will be seen that there is room for a wide expansion in the field of secondary education. It is the purpose of the Technical Education Act to assist the provinces in promoting vocational education of secondary grade, the aims of which are,—

- to develop the intellectual, physical, social and moral qualities of life,
- to fit students for the duties and responsibilities of citizenship,
- to prepare them for following some useful occupation.

Vocational education is not antagonistic to cultural education; it is in itself essentially cultural. It is supplementary to the established system and cannot be separated from it, without injury to both systems. This fact is being recognized throughout the Dominion and one of the pleasing results of the Act is the drawing together of the advocates of the two systems and the establishment of closer co-operation between the various types of schools.

VOCATIONAL SCHOOLS IN THE DOMINION

A new type of school known as the Composite High School is being developed, which combines the academic, commercial, industrial, agricultural and home-making departments into one school and places all departments on an equal footing. This should result in the elimination of the prejudices and misconceptions which, heretofore, have diminished the efficiency of the vocational schools and retarded the growth of educational work. The increasing popularity of vocational education is indicated by the rapid increase in the number of school buildings which have been built for this purpose since the Act came into operation. Prior to 1919 there were less than ten public buildings in Canada devoted exclusively to secondary vocational education. If we include the new composite high schools, there are now thirty-two vocational buildings of which ten were completed or were in course of construction during the past year; plans are being made for the construction in the immediate future of six more buildings. These new buildings were erected in the larger industrial and commercial centres. In the smaller communities the work is confined to industrial, commercial and home-making departments in connection with the established high

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schools and to evening classes conducted in the academic day school buildings or temporary rented quarters. The total number of vocational schools on which grants are paid under the provisions of the Technical Education Act is 283 (see table IV). This number includes day vocational departments in connection with the academic high schools, day vocational schools in separate buildings, evening schools, and provincial correspondence departments. It does not include agricultural schools nor domestic science and manual training classes in connection with academic courses.

The figures in table IV are taken from returns made by the provincial governments. Because of differences in provincial regulations and different methods of organization and administration, the returns cover different periods of time and represent different kinds of work. Uniform statistics for every province in the Dominion are not yet possible but the figures given are a fair indication of the present stage in the development of vocational education.

EXPENDITURES FROM THE DOMINION GRANT

Evidence of the growth of vocational education during the past three years is contained in table I, which is a complete summary of expenditures under the Technical Education Act. Tables II and III give the federal and provincial expenditures for the past fiscal year. The figures for the past year show a marked increase over those for the previous year in every department. The total expenditure from the Dominion fund during the fiscal year has increased from \$580,635.43 in 1921 to \$720,236.05 in 1922, or 24 per cent. The corresponding increase for the previous year appears to be much greater but this is partly accounted for by the delay in receiving financial statements for work done during the year 1919-20. As a result, a portion of the money earned during this first year was not paid from the Dominion grant until the fiscal year 1920-21. Delays have been shortened by changing the periods for receiving financial statements from half yearly to quarterly, commencing the first quarter of the current calendar year. The chief reason for the decrease in the rate of expansion is the lack of adequately trained teachers to undertake the work. In their efforts to take advantage of the federal aid, the provinces, in some cases, entrusted the work to inexperienced teachers with the result that the work in these places has not been properly developed and in some places has been abandoned.

TEACHER TRAINING

The urgent need for competent vocational teachers was early recognized by those connected with the work, and immediately following the appointment of a Dominion director, efforts were made to bring about the establishment of a central teacher-training institute for the Dominion. The National Conference on Technical Education, held in Ottawa in November, 1919, outlined a scheme for such a school and unanimously recommended that the Dominion Government provide the necessary funds for building and equipping the institution. The cost of operation was to be shared by the Dominion and Provincial Governments. Full particulars of the scheme are contained in the proceedings of the conference, Bulletin No. 1, Vocational Education Series, Department of Labour. Owing to the necessity for strict economy no action was taken by the Government and the matter was temporarily dropped. Early in 1922 an effort was made to induce the present government to act on the recommendations of the conference but it was not deemed advisable for the Dominion Government to incur this additional expenditure and nothing has been done.

It is not deemed feasible or advisable for each province to establish its own teacher-training institute but, until some provision is made for the better training of vocational teachers, it cannot be expected that the work will be developed as it should be.

At present teachers for this work are drawn from the following sources:—

The teachers of academic subjects in high schools.

Teachers of manual training and household science in high schools.

Recent graduates in engineering, with or without professional training as teachers.

Skilled workers in industry who have a good general education.

Practically all the shop instructors are obtained from the last-mentioned source and very few of these have any knowledge of the science of education or teaching methods.

It is customary to start evening classes before vocational work is introduced into the day schools. This practice has made it possible to pick out the best available instructors in the evening classes for vacancies in the day schools. The difficulty is to induce the desirable instructors to become professional teachers as it usually means a sacrifice in remuneration and personal freedom. Capable men and women with good positions in industry are loath to enter the schools under these conditions. The success of the work depends upon the quality of the teachers and it is essential that the best possible teachers be secured in order to start the work on a solid foundation.

The importance of providing special training for vocational teachers is realized when it is pointed out that the great majority of the students in vocational schools are preparing for entrance into industrial and commercial occupations or are attending school part time in order to obtain special knowledge which will better fit them for advancement in their chosen occupations. In the majority of cases, attendance is not compulsory and many of the students are those to whom ordinary schooling is, or was, irksome. It is, therefore, necessary to retain their interest and create an appetite for additional knowledge if the schools are to hold them for any length of time. It is evident that this problem requires a special method of instruction and an instructor of high grade.

The best that the provinces have been able to do in the matter of providing the necessary training for vocational teachers is to conduct summer schools for those professionally unqualified teachers already engaged in the work and to allow others to go to the United States for additional training. It is not advisable and should not be necessary for Canadian teachers to secure their training in another country although valuable results can be obtained by sending experienced teachers abroad for study in order that they may bring back new ideas and introduce improved methods of instruction.

CHARACTER OF THE WORK BEING DONE

In 1919, when the Technical Education Act came into force, two of the provinces had done practically nothing in the way of vocational education except along agricultural lines, two provinces had developed different types of vocational education in day and evening classes and the remaining five had just begun to organize vocational courses on an extensive scale. Rapid strides have been made and, considering the difficulties to be overcome, the developments have been satisfactory.

One of the difficulties in administering the Act has been to determine what types of vocational education are to receive Dominion grants. As already stated the work to be promoted is confined to vocational education of secondary or high school grade. All branches of agricultural work are provided for under the Agricultural Instruction Act, consequently agricultural education is not included under the provisions of the Technical Education Act. No grants are paid on manual training and household science work in connection with the regular academic courses because manual training is not intended to prepare boys for industrial occupations and the household science work is not sufficient to prepare girls for the occupation of home-making.

Much difficulty has been experienced in distinguishing between manual training and vocational education. In the localities where vocational education is newly

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organized, there is a tendency to regard as vocational, all work which is of a practical nature, regardless of the quality of the work or the amount of time devoted to it. The experiences of other countries indicate that vocational courses in order to be effective, should provide for practical or shop work during at least one half of the time and that the academic work should be closely related to the practical.

The Technical Education Act defines technical or vocational education as "any form of vocational, technical or industrial education or instruction, approved by agreement between the minister and the Government of any province as being necessary or desirable to aid in promoting industry and the mechanical trades, and to increase the earning capacity, efficiency and productive power of those employed therein." The annual agreements provide that only pupils with a public school education or industrial workers over thirteen years of age shall be admitted to classes on which federal grants are paid and that a representative of the minister shall have the right to visit all schools in which vocational education is conducted, in order to satisfy himself that the work is being conducted in a satisfactory manner. It is not deemed necessary or advisable for a federal representative to visit all of the schools each year but, if the work being carried on in many localities is to become efficient vocational education, it will be necessary to provide much more personal assistance than is now being given by the Provincial Governments. The existing officials are doing all they can to assist the local authorities and to help one another, but their efforts are almost wholly confined to preliminary investigation and regular inspection. There is need in every province for experts who will be available to assist the local authorities whenever requested. A staff for this purpose exists in Ontario and it is overloaded with work.

In communities where the work was organized under favourable conditions, it has grown and developed into a permanent part of the local educational system and is recognized as such. In localities where the leaders have failed to establish vocational education, the failure has been due to one or more of the following causes:—

- Inexperience;
- Poor quality of teachers;
- Ignorance of the work;
- Lack of accurate information regarding the local educational needs;
- Failure to co-operate with other educational officials;
- Lack of judicious advertising.
- Prejudice of the people against innovations of any kind.

Vocational education in Canada is only in its infancy and it is unfair to expect a high stage of development until those engaged in the work have had more experience and until the people have become convinced of the benefits of this phase of education.

It is recognized that no one type of vocational education is suited to the needs of every province and it has been found necessary to develop new methods and special courses of study to meet the requirements of different localities in each province. Some of the provinces have now adopted the policy of making an analytical survey of local industrial and educational conditions before attempting to organize vocational classes. In this way definite objectives can be established and the vocational training can be made to meet the local needs without sacrificing the general or cultural instruction which is required by all students. In order to be of value, such surveys must be made by capable persons who can base their conclusions and recommendations on a wide experience. The benefits of this policy have been fully demonstrated in Ontario.

Owing to the increased amount of equipment and machinery necessary for shop work and to the higher average of salaries paid to vocational teachers, vocational education is more expensive than the ordinary academic education. This fact has

hampered the proper development of the work in the past. The increased provincial grants which were made possible by federal assistance to the provinces, have more than offset this increased cost, and there is now a tendency on the part of some localities to organize unnecessary vocational work in order to benefit by the large grants. This is especially true where school accommodation is urgently needed and it is difficult to raise money for building purposes. It is necessary for the provincial and Dominion officials to exercise careful supervision over the administration of the grants, if they are to prevent a mushroom growth which will end in failure in certain localities and react unfavourably on the development of the work in other places.

The provincial authorities fully realize the importance of developing the work along sound, practical lines and are anxious to receive whatever assistance they may from any source. Their time is fully occupied in solving the problems and administering the provincial funds, so that they are not in touch with developments in other provinces. Through the medium of publications and periodicals issued in the United States, Great Britain and other European countries, they are able to secure information concerning developments in foreign countries but there are no such publications in Canada, except annual reports which do not deal with the problems of organization, administration, etc., which are of benefit to other workers.

VOCATIONAL EDUCATION BULLETINS

Realizing the need for some medium for the exchange of ideas and experiences between the provinces, the Technical Education Branch has undertaken the preparation and distribution of bulletins which will be of special interest and benefit to teachers and directors in communities where the work is newly organized. These bulletins will be of two kinds, a periodical called "Vocational Education", the first number of which was issued in January, 1922, and special bulletins dealing with particular phases and problems of vocational education in Canada.

The bulletin "Vocational Education" contains brief articles from authoritative sources dealing with the developments in the work throughout the Dominion and with special features of interest to teachers and directors. It also contains news items of general interest, book reviews and lists of text-books suitable for use in Canadian vocational schools. It is hoped to issue this bulletin at frequent intervals and extend the scope of its contents as the demand arises.

The special bulletins will be compiled from information collected by the department and will deal with the more important problems and developments in connection with the organization and administration of vocational education in Canada. Bulletins are needed on such subjects as school buildings, equipment, courses of study, vocational guidance, educational surveys, etc.

IMPORTANT DEVELOPMENTS DURING THE YEAR

Although a great deal remains to be done in all branches of vocational education and much fault can be found with some of the work which has been done, there is cause for satisfaction in the general trend of developments. Mistakes are unavoidable under existing conditions, but without the financial assistance rendered by the Dominion Government it is safe to say that vocational education would not have reached its present stage of development for at least another four or five years.

The Agricultural and Technical School at Charlottetown, which is the only vocational school in the province of Prince Edward Island, was organized as a direct result of the additional government aid provided by the Technical Education Act. This school has grown faster than was hoped for by its founders and is fulfilling a pressing need which might have been neglected for several years.

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The reorganization of short-term vocational classes in the Nova Scotia Technical College, the provisions for classes among the fishermen and the development of a correspondence division in connection with the vocational work of the province have been greatly stimulated, if not made possible, by federal aid.

Liberal provincial grants on teachers' salaries and building costs are now provided by the New Brunswick Legislature, and several cities are contemplating the erection of new buildings to accommodate the growing vocational classes. Two new composite schools, which provide for both academic and vocational work, are in course of construction.

No progress report for the past year has been received from Quebec, but despite the fact that no director has yet been secured to replace Mr. Macheras, who resigned last year, the work in Quebec continues to grow and new developments are taking place.

One new day school and six new evening schools were opened in Ontario during the year. Three new buildings were in course of construction and plans were completed for the erection of four others. The Industrial Education Act was replaced by the Vocational Education Act of 1921, which provides for more advanced legislation in keeping with recent developments. A summer school for the training of vocational teachers was held for the first time in Toronto.

Teacher training classes were also conducted in connection with the normal school at Winnipeg. The school census conducted by a representative committee of business men and educationalists in Winnipeg is perhaps the most complete of its kind ever secured in Canada.

Vocational education in Saskatchewan is confined principally to the needs of the agricultural communities, although commercial classes were conducted in four cities, and a start has been made in providing evening instruction in homemaking and various branches of industrial work. No director has been appointed and a progress report for the past year is not available. The classes opened in Weyburn have been temporarily closed but new classes have been started in Saskatoon, and the work as a whole shows a marked growth over the previous year. The total enrolment in classes assisted by grants under the Technical Education Act has increased from 825 to 1,720.

The provincial director for Alberta resigned to become principal of the new composite school at Sarnia, Ont., and his successor has not yet been appointed. The Provincial Institute of Technology and Art at Calgary is nearing completion and a greatly increased enrolment of students from all parts of the province is expected to follow the opening of the new building.

The number of evening schools in British Columbia has increased from twenty-one to thirty-six and there has been a steady growth in the day schools which have increased from ten to twelve.

It is regretted that statistics from the various provinces are not sufficiently uniform or complete to give exact comparisons between provinces or with figures for preceding years but the following tables and provincial reports give a fairly complete description of the work being done throughout the Dominion.

TABLE 1.—MONEY AVAILABLE AND MONEY PAID TO THE PROVINCES UNDER THE TECHNICAL EDUCATION ACT FOR THE FISCAL YEAR ENDED MARCH 31, 1922

Province	Annual Appropriation	Balance from Past Years	Total Amount Available	Amount Paid to Province	Total Amount Carried Forward	Amount Lapsed
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	54,279 17	36,141 34	90,420 51	47,904 04	42,516 47	Nil
Alberta.....	52,269 08	30,337 10	82,606 18	82,606 18	Nil	Nil
Saskatchewan.....	65,555 65	65,370 40	130,926 05	13,665 50	81,759 31	35,501 24
Manitoba.....	61,401 90	59,825 52	121,227 42	21,173 93	75,175 99	24,877 50
Ontario.....	294,672 80	83,502 04	378,174 84	378,174 84	Nil	Nil
Quebec.....	236,002 30	183,913 28	419,915 58	114,651 04	242,913 85	62,350 69
New Brunswick.....	49,699 75	47,700 27	97,400 02	22,160 78	60,125 20	15,114 04
Nova Scotia.....	65,545 05	66,502 10	132,047 15	32,758 01	82,888 36	16,400 78
Prince Edward Island.....	20,574 30	22,780 55	43,354 85	7,141 73	27,924 12	8,289 00
Totals.....	900,000 00	596,072 60	1,496,072 60	720,236 05	613,303 30	162,533 25

TABLE II.—SUMMARIZED STATEMENT OF EXPENDITURES FROM THE TECHNICAL EDUCATION FUND

Province	1919-20	1920-21	1921-22	Totals (Three years)	Amounts Available 1922-23
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	19,407 81	29,093 86	47,904 04	96,405 71	106,913 16
Alberta.....	17,107 90	41,438 01	82,606 18	141,152 09	71,019 91
Saskatchewan.....	1,142 00	3,534 28	13,665 50	18,341 78	170,294 81
Manitoba.....	2,648 49	7,268 00	21,173 93	31,090 42	148,442 36
Ontario.....	106,297 63	294,111 73	378,174 84	778,584 20	314,206 97
Quebec.....	36,500 00	167,886 85	114,651 04	319,037 89	497,759 09
New Brunswick.....	3,396 66	10,408 73	22,160 78	35,966 17	110,346 12
Nova Scotia.....		24,193 32	32,758 01	56,951 33	147,207 80
Prince Edward Island.....		2,700 65	7,141 73	9,842 38	47,113 08
Total grants paid.....	186,500 49	580,635 43	720,236 05	1,487,371 97	
Total annual appropriations.....	700,000 00	800,000 00	900,000 00	2,400,000 00	1,000,000 00
Total amounts available....	700,000 00	1,313,499 51	1,496,072 60	3,509,572 11	1,613,303 30
Total amounts carried forward.....	513,499 51	596,072 60	613,303 30		
Total amounts lapsed.....		136,791 48	162,533 25	299,324 73	

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TABLE III.—SUMMARY OF PROVINCIAL EXPENDITURES ON VOCATIONAL EDUCATION FISCAL YEAR ENDED MARCH 31, 1922.

	Adminis- tration	Teacher Training	Corr. Instruction	Expenditures within the Provisions of the Technical Education Act					
				Grants to Local Boards			Total		
				On Capital Account	On Teachers Salaries	On Main- tenance, etc	Special Grants	Provincial Expenditures	
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	
British Columbia.....	6,801 62	453 47	4,284 24	37,735 64	46,613 14	Nil.	Nil.	95,888 11	
Alberta.....	8,567 60	Nil.	9,636 84	752,962 59	62,203 72	41,210 49	Nil.	874,581 24	
Saskatchewan.....	Nil.	Nil.	Nil.	4,719 50	22,611 51	Nil.	Nil.	27,331 01	
Manitoba.....	8,237 90	Nil.	Nil.	4,000 00	30,110 00	Nil.	Nil.	42,347 90	
Ontario.....	36,664 91	6,084 27	Nil.	467,375 44	231,211 88	Nil.	59,178 75	800,515 05	
Quebec.....	3,052 08	Nil.	Nil.	2,060 11	19,491 74	Nil.	226,250 00	229,302 08	
New Brunswick.....	10,336 09	8,497 77	3,935 87	2,388 38	30,699 00	3,402 63	Nil.	44,321 58	
Nova Scotia.....	23,455 26	Nil.	5,570 75	2,516 86	10,420 76	6,783 98	Nil.	65,516 02	
Prince Edward Island.....	733 44	Nil.	Nil.	Nil.	Nil.	1,276 00	Nil.	21,731 04	
Totals.....	97,848 90	15,035 51	23,427 70	1,273,758 52	453,361 55	51,397 10	286,704 75	2,201,534 03	

NOTE.—Expenditures by local school boards are not included in above table.

TABLE IV.—VOCATIONAL SCHOOLS, TEACHERS AND PUPILS IN CANADA.—SCHOOL YEAR ENDED JUNE 30, 1922.

Province	Number of Schools			Number of Teachers			Number of Pupils			Summer Schools Teacher-Training					
	Day	Evening	Cor. Dept.	Total	Day	Evening	Corre- spond- ence	Total	Day	Evening	Corre- spond- ence	Total	Schools	Teach- ers	Pupils
British Columbia.....	12	36	1	49	90	178	1	269	1,598	4,094	152	5,844	.....	.....	.....
Alberta.....	8	25	1	34	69	121	3	193	1,362	1,840	275	3,477	.....	.....	.....
Saskatchewan.....	4	4	8	24	24	70	.....	94	1,947	1,720	.....	2,667	.....	.....	.....
Manitoba.....	16	4	20	40	45	85	.....	130	3,507	2,295	.....	5,802	1	2	28
Ontario.....	18	69	4	91	191	909	.....	1,100	4,526	27,297	.....	31,823	1	8	73
Quebec.....	9	20	29	68	76	140	.....	216	1,276	4,882	.....	6,158	.....	.....	.....
New Brunswick.....	3	18	1	22	21	53	2	76	255	1,135	1,541	2,931	2	12	130
Nova Scotia.....	1	30	1	32	4	152	24	180	23	2,884	186	3,093	.....	.....	.....
Prince Edward Island.....	1	1	2	4	7	3	.....	10	94	72	.....	166	.....	.....	.....
Totals.....	72	207	4	283	527	1,711	30	2,268	13,588	46,219	2,154	61,961	4	22	231

Instruction by itinerant teachers in New Brunswick is shown under heading "Correspondence".

PRINCE EDWARD ISLAND

SUMMARY OF THE YEAR'S PROGRESS

All the work carried on under the provisions of the Technical Education Act is conducted at the Provincial Agricultural and Technical School, Victoria Park, Charlottetown. The school provides for two distinct classes of students; day students, who come from the rural districts, and live in the city for the winter months; and night students who belong to the city and take courses at the school two or three nights a week.

The work of the day classes is carried on in three separate divisions; first a matriculation course for students who intend to take a course leading to a B.S.A. degree at one of our agricultural colleges, second, a full agricultural course for students who are making agriculture their profession; and, third, a motor mechanics course for students who wish to specialize along that particular line.

The subjects taken in the matriculation course are English, French, history, mathematics and chemistry; in the agricultural division, live stock, field crops, poultry and dairying, motor mechanics, carpentry, blacksmithing, English, arithmetic, civics, economics and general science; in the motor mechanics department, motor mechanics, blacksmithing, woodworking, English and arithmetic. The subjects taken at the night classes are: woodworking, mechanical drawing, motor mechanics, English and arithmetic. In addition to these long courses we have short courses of two weeks for cheese and butter manufacturers.

The total enrollment for day classes was fifty-six, being an increase of twenty-one over last year; in our evening classes the enrollment was seventy-two; and in the short course for cheese and buttermakers, thirty-eight.

The instructional work is carried on by seven instructors. Of these two give their full time to the work of the school; three take the course in live stock, field crops, and dairying respectively, and two are employed for five months only. In addition to this valuable assistance is given by the officials of the Poultry Division and by the Director of the Experimental Farm and his assistants.

The establishment of the motor mechanics department was a new departure this year. The demand for instruction in the care, repair and operation of cars, tractors and gas engines rendered this course a necessity. Last year four hours a week during the five months' term were devoted to this subject, but this was not sufficient. This year twenty-three students took the full motor mechanics course, which includes twenty hours a week in mechanics, two in blacksmithing, two in carpentry, two in arithmetic and two in English. For the city students two hours a night two nights a week were assigned to this subject. Twenty-one students took this course.

The work in live stock, field crops and dairying has been considerably strengthened this year. Besides the regular lectures and class room demonstrations, experiments of a very valuable kind were carried on with the dairy herd at the school dairy barn. Problems in the feeding, care and management, and the keeping of records were taken up and very creditable results achieved.

In the dairy department a complete equipment for milk and cream testing and for cheese and butter manufacturing has been installed. Fifty-five students received instruction in dairying, including practical work in milk and cream testing and the keeping of records. The short course in cheese and butter making was attended by the manufacturers and others.

The courses already established will be carried on and extended next year. It is the fixed policy of this school to provide instruction in all subjects of a vocational nature provided a sufficient number make application and competent instructors can be secured. As agriculture is, and will continue to be, the basic industry in the province this subject receives first consideration. But this is not our only industry.

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The fisheries is a well established and growing business, and in any well organized system of technical instruction this important fact should not be forgotten. This industry is suffering. The losses due to careless handling of our lobster pack are on the increase, and have already reached alarming proportions. Indeed, so serious has the situation become that unless immediate steps are taken to remedy defects our Island lobster, once the favourite, will be forced out of the market by packers who have adopted the more scientific principals of handling. To meet the situation it is our intention to establish a course for lobster packers and factory operatives during the next school year. The details of the plan have not yet been worked out.

While we are meeting through the agency of our agricultural and motor mechanics classes the vocational needs of the boys and young men of our rural communities, it is felt that courses of a suitable kind should be provided for girls and young women. To meet this demand it is our intention to establish a course in household science and to carry on the work of that department in conjunction with the courses already established.

As vocational training is a new thing so far as this province is concerned it is perhaps unwise to make any statement as to the probable course of future developments. Sufficient to say that the work already undertaken has been approved. The courses established meet the most pressing needs of the province; and when the purpose and aim of vocational education is better known and the possibilities more fully understood it is expected that public interest will increase and with that a more liberal measure of public support and encouragement.

Our chief difficulty at the present time is with regard to text books. We want books that are readable, not too technical, concise and to the point, reasonable in price, and adapted to our needs. This kind of book it is increasingly difficult to get. There are texts in abundance for the instructor but few for the student. Texts that will relieve our students of that deadly monotony of note taking are the things required. Bulk and a big price seem to be the prime essentials so far as the book publisher is concerned.

With regard to the securing of competent instructors this province does not experience the difficulties met with in other places. On account of the special character of our work we are able to draw upon the agricultural colleges. Of course there is the additional difficulty of getting men who have that particular kind of ability that enables them to use their specialized knowledge to the best advantage. A special institution whose duty will be to train teachers for the work seems to be the only remedy here. With indifferently trained teachers we can only expect indifferent results.

The enrollment by classes was as follows:—

DAY CLASSES

Matriculation subjects	3
Agricultural course	30
Motor mechanics	23
	<hr/>
	56

NIGHT CLASSES

Motor mechanics	21
Mechanical drawing	25
Woodworking	14
English arithmetic	12
	<hr/>
	72

SHORT COURSE

Cheese and butter makers	33
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The Instructional Staff is as follows:—

Vernon Crockett.—Principal and instructor in English, mathematics, civics and economics.

DAY CLASSES

- W. J. Reid, B.S.A.—Instructor in live stock.
 A. F. Hansuld, B.S.A.—Instructor in field crops.
 H. R. Waugh—Instructor in carpentry and farm engineering.
 H. Whitlock—Instructor in motor mechanics.
 S. Campbell—Instructor in blacksmithing.
 F. T. Morrow—Instructor in dairying.

NIGHT CLASSES

- Vernon Crockett—Instructor in English and arithmetic.
 H. R. Waugh—Instructor in woodworking.
 H. Whitlock—Instructor in motor mechanics.
 S. Campbell—Instructor in mechanical drawing.

Following is a summary of courses for next year:—

- (A) A matriculation course for students who wish to take the four years' at one of our agricultural colleges.
 (B) An advanced course in agriculture for students who have taken the first year course, or for students whose scholarship would enable them to profit by the instruction given.
 (C) An elementary course in agriculture for all students over fifteen years of age.
 (D) A motor mechanics course for students who wish to specialize along this particular line.
 (E) A course for lobster packers and factory operatives.
 (F) A course in household science for girls.
 (G) Night classes for city students.
 (H) Short courses (two weeks) in live stock, field crops, motor mechanics, cheese and butter making.
 (I) Course for cheese and butter factory operatives.

The Subjects taken are:—

- Course A—English, French, history, mathematics, chemistry or other science.
 Course B—Live stock, field crops, motor mechanics, farm engineering, English, economics, history, mathematics.
 Course C—Live stock, field crops, poultry, dairying, motor mechanics, blacksmithing, farm carpentry, English, arithmetic, civics.
 Course D—Motor mechanics, blacksmithing, farm engineering, English arithmetic.
 Course E—Factory administration, lobster factory bacteriology.
 Course F—Foods and cookery, household administration, household accounts, millinery, laundrying, home nursing, English.
 Course G—Motor mechanics, mechanical drawing, woodworking, wireless telegraphy, English mathematics.
 Course H—Live stock, field crops motor mechanics, cheese and buttermaking.

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ENROLMENT, ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOL, SCHOOL
YEAR ENDED JUNE 30, 1922

School and Locality	Enrolment and Average Attendance								Number of Teachers			
	Regular Day Classes		Short Term Classes		Evening Classes		Total					
	Total Enrolment	Average Attendance	Total Enrolment	Average Attendance	Total Enrolment	Average Attendance	Total Enrolment	Average Attendance	Full-time Day	Part-time Special	Evening	Total
Provincial, Agricultural and Technical School, Charlottetown.....	56	43	38	32	72	42	166	117	3	4	3	10

NOVA SCOTIA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

GENERAL PROGRESS

During the past year the most important development in secondary technical education in Nova Scotia was the re-establishment and extension of the correspondence study department. A statement regarding this work is included in a following paragraph. The department of Commercial Spanish was discontinued because of a lack of sustained interest on the part of the clerks, for whose benefit three of the banks in Halifax had supported the enterprise. The Halifax Navigation School continued to function as an affiliation of the Technical College. Short technical courses for industrial workers and foremen were re-established after a lapse of four years. Evening technical schools were carried on in twelve industrial towns and cities, and evening coal mining and engineering schools were conducted in thirteen colliery towns. The town of Glace Bay in the erection of a splendid new high school building, provided one section of it specially for vocational instruction. The Legislature in the spring of 1922, voted a grant to be used for the organization of classes among fishermen, which will be organized during the coming winter of 1922-1923.

HALIFAX NAVIGATION SCHOOL

This school continued as a co-operative effort between the Dominion Department of Marine and the Nova Scotia Technical College, the former furnishing the instructing staff and equipment and the latter providing the class room accommodation. The advanced requirements in certificates for officials on all vessels went into force during 1921. This necessitated the appointment of a second instructor for mathematics, science, shipbuilding construction and mechanics. The school is kept open every day in the year except Sundays and holidays. In spite of the serious decline in the mercantile marine all over the world, seafaring men from 20 to 60 years of age continued to seek instruction to enable them to secure higher certificates.

SHORT COURSES

For a number of years up to 1917, intensive courses of three months duration were offered at the Technical College, to industrial workers who wished specific technical knowledge so that they could advance to greater responsibility. The retraining of

disabled soldiers caused the institution to abandon the work until 1921. Then courses were reopened in land surveying, electrical machinery, mechanical drafting, architectural drafting, structural steel drafting, technical chemical analysis, assaying and steam engineering. No requirement for admission is demanded other than a common school education through grade VIII and enough industrial experience to profit by the instruction. Special instructors were engaged who had had both technical training and long practical experience. A splendid group of twenty-one ambitious young men presented themselves for instruction. The whole of every day for three months was divided between class-room and drafting-room, field or laboratory, in one special subject, and most satisfactory results were obtained. The short course has proven of great benefit and has become a fixed feature of agricultural education. There is a great field of a similar nature to be exploited for industrial workers. The scope and extent of these courses will be enlarged by the Nova Scotia Technical College in the future.

SECONDARY TECHNICAL SCHOOLS

The industrial continuation schools were continued on the same basis as in previous years. The instruction is carried out for the most part in a series of evening technical classes in the principal towns and cities throughout the province. For purposes of administration they are divided into two classes, viz., Evening Technical Schools for general industrial workers and home-makers, and Evening Coal Mining and Engineering Schools for those engaged in the coal mining industry. Thirty-five different subjects are offered in the former and seven courses in the latter division. During the past year there was an enrolment of 2,193 in twelve communities for the technical schools and a registration of 691 in thirteen colliery centres.

CORRESPONDENCE STUDY DIVISION

The principal advance which has been made in secondary vocational education in Nova Scotia during the past year has been in the re-establishment and extension of correspondence study. This is now organized as a separate division under its own superintendent. A corps of trained men and women was selected as an instructing staff on a part-time basis. Great care was taken to get individuals who were not only qualified in theory and practise, but also on the basis of possessing the personal desire of helping other people. It is only in this manner that each student can be given the individual assistance and criticism which correspondence study needs for greatest success. Almost all of the staff have had extensive experience in teaching.

Through the generous co-operation of other institutions, a large number of special texts were secured, thus obviating the great cost of developing and publishing them. The University Extension Department of the State of Massachusetts, the University Extension Department of the University of Wisconsin, the Industrial Correspondence University at Philadelphia, Pa., the Women's Institute of Domestic Arts and Science, Scranton, Pa., and the Provincial Institute of Technology and Art, Calgary, Alta., all offered their correspondence study texts on most reasonable terms. These were in some cases revised and adapted to conditions in Nova Scotia, while some courses were prepared entirely by members of the local staff. Sixty-four courses were offered as shown in the following list:—

<i>Business Courses—</i>	Cost accounting.
Elementary English.	Salesmanship.
Business English.	Retail selling.
Business arithmetic.	Advertising.
Commercial correspondence.	Shorthand.
Book-keeping.	Typewriting.
Elementary accounting.	Commercial law.
Principles of accounting.	Show-card writing.

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College Preparatory Courses—

Algebra, elementary.

“ advanced.

Geometry, plane.

“ solid.

Trigonometry.

Elementary English and rhetoric.

Preparatory English.

English composition, Part 1.

“ “ Part 2.

French, Parts 1-5.

“ Grade XII.

Latin, Courses 1 and 2.

“ IX, X and XI.

“ Part 1 and Part 2.

“ Grade XII.

Drafting Courses—

Architectural drafting, Parts 1 and 2.

Mechanical drafting, Parts 1, 2 and 3.

Practical machine design.

Industrial Courses—

Arithmetic, elementary applied.

Practical applied mathematics.

Advanced shop mathematics.

The slide rule and its use.

Blueprint reading.

Plan drawing.

Estimating.

Practical steam engineering.

Steam boilers.

Steam turbines.

Gas and oil engines.

Industrial Courses—Con.

Gasolene automobiles.

Heating and lighting for janitors.

Practical electricity.

Electric wiring.

Telephony (general).

“ (substation, Course 1).

“ “ Course 2).

“ Central office equipment,
Course 1.“ Central office equipment,
Course 2.Automatic telephony (the Hundred Line
System).Automatic telephony (non-numerical
switches).Automatic telephony (Multi-Office Sys-
tem).

Plumbing.

Plane surveying.

Elements of mechanics.

Strength of materials.

Elements of structures.

Coal mining, First Class.

Coal mining, Second Class.

Domestic Science Courses—

Dressmaking.

Millinery.

Cookery.

Interior home decoration.

Exterior home decoration.

Household management.

It was found necessary to carry on a vigorous publicity campaign through the newspapers, in order to reach students in isolated portions of the province and also to impress people with the special advantages of the service which was newly offered. The attempt was not made to enrol students by personal canvass, since it was considered advisable to gain knowledge and experience with a moderate number of pupils during the first year.

Up to June 30, 1922, there were enrolled 181 students who registered for 203 courses. Each case was carefully considered on its own merits and no person was allowed to take one or more courses unless he was deemed to be qualified to carry them on. Each lesson was given careful attention with profuse explanations and criticism. Strenuous efforts were made to deal with each student in an individual manner. In many cases long letters were necessary in addition to remarks written on the lesson papers, in order to make helpful explanations. The results were most encouraging in the facts that not one student during the first nine months abandoned his course before completing it and a large number of those who finished one course immediately enrolled in another.

NOVA SCOTIA—DISTRIBUTION BY SUBJECTS OF 2,011 PUPILS IN EVENING VOCATIONAL CLASSES

Subject	Distribution of Pupils	
	Number	Percentage
Dressmaking.....	626	30.68
Bookkeeping.....	197	9.80
Arithmetic and English.....	190	9.45
Auto Mechanics.....	186	9.25
Stenography and Typing.....	168	8.35
Drafting.....	162	8.02
Millinery.....	102	5.08
Electricity.....	96	4.84
Steam Engineering.....	56	2.78
Practical Mathematics.....	55	2.73
Arithmetic.....	50	2.48
Business English.....	31	1.54
Industrial Chemistry.....	24	1.18
Domestic Science.....	19	0.94
Show Card Writing.....	18	0.90
Machine Tool Operation.....	16	0.80
Preparatory.....	15	0.75

NOVA SCOTIA.—ENROLMENT ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS

Enrolment, Attendance and Teachers in Vocational Schools.
School Year Ending June 30, 1922.

School and Locality	Enrolment and Average Attendance										Number of Teachers				
	Evening Coal Mining Classes		Evening Technical Classes		Short Term (Day)		Courses		Total		Day	Coal Mining Evening	Technical	Correspondence	Total
	Total Enrolment	Average Attendance	Total Enrolment	Average Attendance	Total Enrolment	Average Attendance	Total Enrolment	Average Attendance	Total Enrolment	Average Attendance					
Amherst.....	.....	.....	207	159	.....	.....	.....	.....	207	159	.....	.....	12	.....	12
Glace Bay.....	105	38	104	87	.....	.....	.....	.....	209	125	.....	3	6	.....	9
Halifax.....	.....	.....	968	660	23	23	186	X	1,177	683	4	.....	43	24	71
Kentville.....	.....	.....	40	33	.....	.....	.....	.....	40	33	.....	.....	3	.....	3
New Glasgow.....	.....	.....	174	128	.....	.....	.....	.....	174	128	.....	.....	11	.....	11
Sydney.....	.....	.....	365	248	.....	.....	.....	.....	365	248	.....	.....	17	.....	17
Sydney Mines.....	114	15	80	68	.....	.....	.....	.....	194	83	.....	6	4	.....	10
Stellarton.....	85	65	63	54	.....	.....	.....	.....	148	119	.....	5	3	.....	8
Springhill.....	44	30	22	22	.....	.....	.....	.....	66	52	.....	4	1	.....	5
Truro.....	.....	.....	41	30	.....	.....	.....	.....	41	30	.....	.....	3	.....	3
Westville.....	36	22	44	38	.....	.....	.....	.....	80	60	.....	4	2	.....	6
Yarmouth.....	.....	.....	85	66	.....	.....	.....	.....	85	66	.....	.....	2	.....	4
Reserve Mines.....	15	10	.....	.....	.....	.....	.....	.....	15	10	.....	2	.....	.....	2
Whiteside.....	9	9	.....	.....	.....	.....	.....	.....	9	9	.....	.....	1	.....	1
New Waterford.....	44	29	.....	.....	.....	.....	.....	.....	44	29	.....	2	.....	.....	2
Florence.....	49	24	.....	.....	.....	.....	.....	.....	49	24	.....	3	.....	.....	3
Dominion.....	26	12	.....	.....	.....	.....	.....	.....	26	12	.....	1	.....	.....	1
Birch Grove.....	14	9	.....	.....	.....	.....	.....	.....	14	9	.....	1	.....	.....	1
Port Hood.....	4	3	.....	.....	.....	.....	.....	.....	4	3	.....	.....	1	.....	1
Inverness.....	22	14	.....	.....	.....	.....	.....	.....	22	14	.....	2	.....	.....	2
Chimney Corner.....	7	7	.....	.....	.....	.....	.....	.....	7	7	.....	1	.....	.....	1
East River Hebert.....	26	15	.....	.....	.....	.....	.....	.....	26	15	.....	2	.....	.....	2
River Hebert.....	46	20	.....	.....	.....	.....	.....	.....	46	20	.....	2	.....	.....	2
Joggins Mines.....	28	15	.....	.....	.....	.....	.....	.....	28	15	.....	2	.....	.....	2
Thorburn.....	17	14	.....	.....	.....	.....	.....	.....	17	14	.....	1	.....	.....	1
Total.....	691	351	2,193	1,593	23	23	186	.....	3,093	1,967	4	43	109	24	180

NEW BRUNSWICK

REPORT OF THE DIRECTOR OF VOCATIONAL EDUCATION

PROGRESS OF THE WORK

The year shows progress in the vocational education movement in New Brunswick. Two day schools have been added to the one previously operating. The three had an enrolment of 78. Five evening schools have been added to the thirteen reported earlier. The eighteen had an enrolment of 1,135. Seven short courses were held by various local vocational committees in which 177 were enrolled. Instruction by itinerant instructors has been given in 35 localities to 1,541 students.

The total attendance at all the above classes was 2,931 and 76 teachers were employed.

GOVERNMENT GRANTS GIVEN

Prior to this year no grants were offered in New Brunswick to communities to assist in providing buildings for vocational education. The Vocational Act, however, empowered the Lieutenant Governor in Council to provide such grants and an Order in Council has lately been passed taking advantage of this provision. Legislative grants to assist vocational education are therefore now offered in this province as follows:—

(a) For salaries of approved teachers:—

Sixty per cent of amount paid in communities above 6,000.

Sixty-six and two-thirds per cent of amount paid in communities between 2,000 and 6,000.

Sixty-six and two-thirds per cent of amount paid in county schools.

Seventy-five per cent of amount paid in communities of 2,000 and less.

(b) For buildings erected or portions thereof:—

Twenty-five per cent in cities of 10,000 or over.

Thirty-three and one-third per cent in cities and towns from 5,000 to 10,000 and for buildings erected jointly by a town and municipality.

Fifty per cent in all towns and districts under 5,000.

(c) For vocational equipment;

Fifty per cent in all cases.

NEW DEVELOPMENTS

There is already evidence that these liberal grants will quicken development. Several communities are making definite plans to build. Milltown and Edmundston now have new buildings almost completed which are to receive aid. In Milltown, commercial and home-making courses will be inaugurated. In Edmundston, one-third of their splendid new Composite High School will be devoted to vocational classes in industrial, commercial and home economics subjects. These buildings will be in use during the next school year.

The Vocational Commercial Course established this year in the Fredericton High School—the first of its kind in the province—is attracting much attention. The outlook is that such departments will become general in all our cities and towns in a very short time. Campbellton will inaugurate such a course this fall. Other localities are considering the matter favourably. This branch of vocational education therefore seems likely to undergo a rapid development, which will be one of the first important results of the vocational movement in the province.

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Another feature of this year's work has been the development of instruction by itinerant teachers. About thirty-five communities have been served. This type of work seems useful, but it is difficult to procure satisfactory instructors. This difficulty will be overcome however.

During the year steps have been taken to assist communities to determine the nature and extent of their vocational education needs. Vocational surveys have been made of Fredericton by Mr. F. P. Gavin, of the Ontario Department of Education, of Edmundston by the Director of Vocational Education for New Brunswick, and of St. John by Mr. F. S. Rutherford, of the Ontario Department of Education.

In each case the recommendation of the survey report has been adopted. Edmundston and Fredericton have already made progress as above indicated. The former has the honour of building the first Composite High School in the province. The latter has such a school in prospect.

In connection with the 1922 Summer School, Mr. Sorsoleil, of the Ontario Department of Education, will make a survey of Moncton. Other communities have already made application for surveys, and this method of assisting school boards will be continued and extended. Such surveys are preparing the way for important building programs in the larger centres, and it is therefore very disturbing that unspent balances of appropriations under the Technical Education Act are not being carried forward to the credit of the province.

New Brunswick is under obligation to Messrs. Gavin, Rutherford and Sorsoleil for assistance and to Dr. Merchant, Director of Technical Education for Ontario, for loaning them.

TEACHER TRAINING

New Brunswick's policy *re* teacher training is to pay the tuition and transportation of those selected persons who wish to take full time training at approved institutions outside the province. Seven individuals have been so subsidized this year. Two received their B.Sc. degrees in June. One from the Stout Institute, Menomonie, Wis., and the other from Bradley Polytechnic Institute, Peoria, Ill.

In addition the province each year holds a short summer course for those engaged in teaching and for women trade workers who desire to prepare to teach in the night schools. A similar course for tradesmen is held in the winter.

In 1921 summer school was held at Fredericton. There was an attendance of 116. Following is the staff and subjects taught:—

Mr. F. P. Gavin, Special Organizer of Technical Education for Ontario. Taught educational surveys and vocational course construction.

Mr. E. W. Barnhart, Director of Commercial Education for the Federal Board, Washington. Taught commercial work and vocational guidance.

Prof. A. F. Baird, Professor of Engineering, University of New Brunswick. Taught electricity.

Mr. R. T. Steeves, Instructor in Motor Mechanics with the New Brunswick Vocational Education Board. Taught motor mechanics.

Miss Millicent Coss, Clothing Expert in the State Normal School, Framingham, Mass. Taught dressmaking (advanced), textiles and costume design.

Miss Violet Knapp, Head of Home Economics Department, Normal School, Fredericton. Taught nutrition I and II and rural methods.

Miss Rheta Inch, Head of Home Economics Department, Woodstock. Taught foods I.

Miss Sarah M. Barnett, Provincial Supervisor of Home Economics. Taught methods and supervised practice teaching for women.

Miss Harriet Alward, Teacher of Home Economics at Sussex and Hampton. Taught foods II and cafeteria.

In addition Dr. G. J. Trueman, of Toronto, gave a four-day course in modern psychology and the statistical method of dealing with educational problems. A week's course in junior industrial education and mental tests was carried out by Prof. L. W. Gill, Director of Technical Education for Canada.

The 1922 winter course was confined to garage mechanics, and was in charge of Mr. W. B. Main, who is a storage battery expert. There were 14 in attendance. It is hoped to extend the scope of this course during the coming winter.

PERSONNEL OF NEW BRUNSWICK VOCATIONAL EDUCATION BOARD AND STAFF

Members appointed by Board of Education—

Hon. Fred. Magee, Port Elgin, Chairman.

Rev. Father Tessier, St. Joseph's College.

Mr. Geo H. Maxwell, St. John.

Mr. Angus McLean, Bathurst.

Mr. Richard O'Leary, Richibucto.

Members Ex-Officio—

Dr. W. S. Carter, Chief Superintendent of Education, Vice-Chairman.

Dr. H. V. B. Bridges, Principal of Normal School.

Mr. Harvey Mitchell, Deputy Minister of Agriculture.

Mr. A. C. Gorham, M.Sc., Director of Elementary Agricultural Education.

Administrative Staff—

Fletcher Peacock, B.A., Secretary and Director.

Sarah M. Barnett, Supervisor Home-making Department.

Marguerite L. Taylor, Clerk and Stenographer.

FUTURE DEVELOPMENTS

Now that building costs have somewhat receded and liberal grants are available it is confidently expected that accommodation for vocational classes will be more easily procured. In St. John the Vocational Committee is considering the erection of a separate school for this work. In Moncton and Fredericton buildings of the composite type are contemplated. These will house all classes taking secondary grade courses. In the smaller towns development will doubtless take the form of vocational departments established in existing high schools. In order that such service may reach the rural communities an effort is being made to erect consolidated schools having vocational departments attached.

CONCLUSIONS

Vocational education in New Brunswick will have to develop in accordance with our peculiar conditions and needs. These differ even from those in the adjoining province of Nova Scotia where technical training has been in progress for thirty years. Certainly we cannot expect to copy the work done in large industrial provinces like Quebec and Ontario—or in the Prairie Provinces to the west. We have just commenced to develop vocational training. Our population is scattered among small towns and rural communities. The people are variously engaged in farming, fishing, lumbering, manufacturing and commerce. None of these groups is large. The conditions for establishing Vocational Education are therefore most difficult. The problem is a new one and can only be successfully solved by careful study and comparatively slow development.

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NEW BRUNSWICK.—ENROLMENT AND TEACHERS IN VOCATIONAL CLASSES, SCHOOL YEAR ENDED JUNE 30, 1922

School and Locality	Enrolment in Various Classes						No. of Teachers				
	Regular Day	Short Term	Even- ing	Itiner- ant	Total	Full- time Day	Short Term	Even- ing	Itiner- ant	Total	
Woodstock.....	55	157			212	7	6			13	
Riverside.....	7	20		64	91	1			1		
Fredericton.....	16		426		442	2		18	1	20	
River Charlo.....			36		36			2		2	
Jacquet River.....			30		30			1		1	
Bathurst.....			88		88			3		3	
Sackville.....			52	25	77			3	1	4	
Notre Dame.....			18	49	67			1	1	2	
Minto.....			18	9	27			1	1	2	
South Minto.....			13	19	32			1	1	2	
Newcastle Bridge			7		7			1		1	
Newcastle Creek			13	16	29			1	1	2	
Devon.....			55		55			5		5	
Marysville.....			125		125			4		4	
McAdam Jct.....			56		56			3		3	
Edmundston.....			116		116			3		3	
Blackville.....			19		19			1		1	
Upper Blackville			9		9			1		1	
Melrose.....			16		16			1		1	
Port Elgin.....			38		38			3		3	
Petitcodiac.....				91	91				1	1	
Havelock.....				142	142				1	1	
Salisbury.....				38	38				1	1	
Richibucto.....				43	43				1	1	
Coles Island.....				23	23				1	1	
Hillsboro.....				18	18				1	1	
Chipman.....				35	35				1	1	
Harvey.....				31	31				1	1	
Hopewell Hill.....				48	48				1	1	
St. Charles.....				36	36				1	1	
St. Louis.....				40	40				1	1	
Richibucto									1	1	
Village.....				32	32				1	1	
St. Anthony.....				38	38				1	1	
St. Mary.....				42	42				1	1	
St. Paul.....				31	31				1	1	
Cocagne.....				44	44				1	1	
Buctouche.....				43	43				1	1	
Rogersville.....				54	54				1	1	
Bay du Vin.....				52	52				1	1	
Pointe Sapin.....				41	41				1	1	
Tracadie.....				43	43				1	1	
Inkerman.....				39	39				1	1	
Neguac.....				39	39				1	1	
St. Isadore.....				61	61				1	1	
Pockmouche.....				62	62				1	1	
Paquetville.....				53	53				1	1	
Caraquet.....				53	53				1	1	
Upper Caraquet..				37	37				1	1	
Lower Caraquet..				50	50				1	1	
Totals.....	78	177	1,135	1,541	2,931	10	11	53	35	109	

Special Short Term Teacher Training Courses

Enrolment

Teachers

Storage Battery Course—Jan. 31-Feb. 25, 1922, Fredericton, N.B.....	14	1
Summer School—July 6 to Aug. 5, 1921, Fredericton, N.B.....	116	11

ONTARIO

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

PROGRESS AND DEVELOPMENT OF INSTRUCTION IN ONTARIO 1920-21

The work in vocational training carried on in the province of Ontario during the past year under the provisions of "The Vocational Education Act, 1921," has been materially assisted by the financial aid granted by the Dominion Government. Vocational schools are finding an established place in the educational system of the province. On the industrial side they are providing for the young people who are to enter industry the essentials of a good academic education, and at the same time they are furnishing special training in the subjects and operations which are fundamental to the trades and industries in which the pupils are to be employed. The financial support from these sources—provincial, federal and local—has been adequate, and the conditions laid down in order to secure this support have ensured the establishment of schools only where they are needed and only of the type required in each locality. The federal grants to technical education have been in strict accordance with the agreement made between the province and the Dominion, so that wasteful or improper expenditures are guarded against. The total amount of the federal payments on this account in 1921 was \$344,956.

COMPARISON OF FIGURES

A comparison of the statistics covering last year's operations with those of the previous year shows the following developments:—

(a) During the year a new day school was established at Niagara Falls, and new evening schools at Barrie, Espanola, Fairbank, Kenora, Preston, and South Porcupine.

(b) The number of teachers in the day schools increased from 177 to 191, and in the evening classes from 845 to 909.

(c) The total enrolment in the day schools in respect of full-time pupils was 2,600 in the year 1920-21, with an average attendance of 2,123. In addition there was 907 part time pupils, and 1,109 special pupils, making a total enrolment of 4,526. The total enrolment in 1919-20 was 4,790. A large number of returned soldiers took advantage of the special day classes in 1919-20 which accounts for the enrolment that year. The classes in bookkeeping, shorthand and typewriting, shoe-repairing, etc., for these men were discontinued during the 1920 period. The total enrolment in evening classes in 1921 was 27,297 as against 26,527 in 1920.

(d) The total expenditure by the municipalities on day and evening industrial education in 1920 was \$1,347,905.04 as against \$659,072.82 in the previous year, an increase of \$688,832.22. The sum of \$511,021.04 was contributed in 1921 by the province of Ontario, compared with \$140,294.41 the year before. This was an increase of \$370,726.63 in provincial grants. A satisfactory feature of the situation is that the various boards have increased the expenditure on teachers' salaries in proportion to the increased teaching personnel. That the municipalities recognize their responsibilities in connection with vocational education is evidenced by the fact that the total of local municipal grants to this work in 1921 exceeded those of 1920 by 56 per cent.

NEW LEGISLATION AND REGULATIONS

During the legislative session of 1921 the Industrial Education Act under which the province had been working was replaced by a statute, "The Vocational Education Act, 1921." The new Act became effective on July 1, 1921. The passing of this Act made it necessary to revise the regulations governing vocational education so as to bring them into conformity with the provisions of the new law. Chief among the new provisions was a clause providing for the appointment of an Advisory Voca-

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tional Committee, where two or more of the vocational departments are conducted in the same school by the same principal. Such a committee has charge of the management of all vocational courses conducted in the school in the same way that industrial, agricultural, and commercial committees control their respective schools and departments.

GRANTS

The grant system has proved eminently satisfactory and has not been changed.

COURSES OF STUDY

Courses of instruction are given in trade subjects, practical and technical, and in home-making, art and commerce. There are general full-time day school courses, special full-time day school courses, part-time day school courses, and evening school courses. In suitable localities such courses as the following are given: Steam engineering, electricity, mining and navigation.

NEW BUILDING PROJECTS

Sault Ste. Marie has under construction a new building to be specially devoted to vocational education. It provides accommodation for industrial and technical classes, homemaking classes, and commercial classes, at a cost of approximately \$255,000. The building is being erected in a central location, conveniently situated for both day and evening classes. It is expected that it will be ready for occupancy by September, 1922.

The erection of the new Collegiate institute and Technical school at Sarnia has proceeded rapidly and the building will be ready for use in September, 1922. This school will provide in one building for all types of secondary school education at a cost for building of \$570,000.

In Hamilton, the main building which is to provide class-rooms, laboratories, administration offices, assembly hall, and gymnasium, for the technical school, is being erected this year and will be ready for use in September, 1922. Some five years ago the first unit or shop wing of the building was erected and in it temporary accommodation was provided for class-rooms. This accommodation was soon found to be inadequate, and the erection of the main building became necessary. In addition to the accommodation already mentioned, the new building provides permanent and adequate accommodation for the art school. The total cost of this structure will be about \$800,000.

The Technical Education Board for Windsor and Walkerville, authorized under special legislation secured at the last session of the Legislature, was organized early in the summer of 1921 and proceeded to attack with promptness and energy the problem of providing a new technical school building. It determined the accommodation to be provided, selected and purchased a site, obtained plans by a competition restricted to the architects of Windsor and Walkerville, and appointed an architect. The final plans and specifications were approved by the Department of Education in December, 1921, and at the same time an agreement was signed by the officers of the board and the Minister of Education, providing for a grant on the capital cost of the building.

In the meantime, an estimate of the cost of the building, viz., \$80,000, had been obtained and the respective shares of Windsor and Walkerville determined. The requisition for the money was made in October, and the money was voted unanimously by both councils in November. As soon as the agreement with the Government was signed, the contract was let, and material was being placed on the ground before the opening of the year.

When it is remembered that this board came into existence in April, and that before the end of the year they had purchased a site, adopted plans, entered into an agreement with the Government, provided \$800,000, and let the contract for the building, it is evident that much credit is due the members of the Board for the efficient and business-like way they discharged their responsibilities.

Plans for new secondary schools of the composite type have been prepared for St. Catharines, Kitchener, and Guelph, and the funds have been provided or promised in each case for building purposes. Actual construction of the buildings will begin in the summer of 1922.

SOME INTERESTING FEATURES OF THE YEAR'S WORK NOTED BY THE ORGANIZERS

The city of Port Arthur has a municipal telephone system. The management found it difficult to secure men skilled in the work of wiping telephone cables. Through the city council a request was made to the Advisory Industrial Committee to provide an evening class in this work. A class was formed, and the men engaged in cable work attended two evenings a week to learn and practise the art of splicing, sheathing, and wiping telephone cables. Excellent work was done and the effect was felt in the better product turned out by the men on the job.

Another notable feature of the work in Port Arthur is the Advisory Committee's plan for instructing helpers and apprentices in the plumbing trade. Hearty cooperation has existed between the master plumbers, the journeymen, and the apprentices attending the class. No apprentice or helper can become a journeyman until he has passed an examination conducted at the school by the Examining Board of the Twin Cities. The prizes for this year were presented at a banquet held at the end of the term, attended by master plumbers, journeymen, and apprentices.

SUMMER SCHOOL COURSES FOR THE TRAINING OF VOCATIONAL TEACHERS

The need for providing means for the professional training of teachers of vocational subjects has become urgent. During the winters of 1919 and 1920, evening classes for the instruction of teachers were held at Toronto, Hamilton and London, and a number of the teachers on the staffs of these schools qualified for Interim Certificates through attendance at these classes. But it was manifest that the training of teachers through evening school instruction could not be extended to all parts of the province, and some more adequate means of training had to be sought. A summer school for this purpose was opened in the Central Technical School, Toronto, in 1921. The session extended from July 4 to August 5.

Three classes of persons were admitted to the school: (1) Teachers of trade or technical subjects holding temporary certificates; (2) other persons looking forward to teaching in a vocational school who could submit satisfactory evidence of possessing the essentials of a fair English education, and of having approved technical or trade experience in the subject they expected to teach; (3) teachers holding certificates in domestic science who wished to take the practical course in dressmaking.

Travelling expenses and a living allowance of \$1.25 per diem were paid to all teachers finishing the course, provided they were teaching in one of the vocational schools of the province.

An introductory course was provided for persons who had had no previous training in teaching and school management, and an advanced course was offered for those who had previously taken one or more of the evening school courses.

The course of study offered included: (1) The aims of education and general principles of teaching; (2) Special methods of instruction as applied to vocational subjects; (3) The analyses of the related knowledge and the mechanical operations of different trades; (4) The preparation of courses of study for these trades; (5) Construction of lesson plans.

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Nineteen teachers were enrolled in the first year's course for men and ten in the advanced course; forty-three teachers were enrolled in the first year's course for women and one in the advanced course.

The enrolment in the men's classes included teachers in motor mechanics, machine shop practice, draughting, electric wiring, power plant engineering, electrical testing, electrical design, machine design, and horology.

In addition to the general class work, the women took practical instruction in special methods in millinery and dressmaking. Teachers who already held certificates in domestic science took the special methods in dressmaking.

In spite of the extremely hot weather of the summer, nearly all of those who enrolled attended regularly to the end of the course and tried the prescribed examinations. In the advanced courses six men and one woman completed satisfactorily the courses of study and were awarded Interim Certificates to teach the particular trade or subjects in which they were trained.

In the first year course nineteen men and thirty-four women completed satisfactorily the course prescribed. These teachers will be required to complete a second summer course to obtain an Interim Certificate.

All persons now teaching on Temporary Certificates in day vocational schools will be required to qualify for Interim Certificates by September, 1924.

CHANGES IN THE STAFF OF THE TECHNICAL EDUCATION BRANCH

Dr. James C. Miller resigned his position as Assistant Director of Technical Education in September to accept the Professorship of Vocational Education in the University of Indiana; Mr. F. P. Gavin, one of the organizers of the Technical Education Branch, was promoted to the assistant directorship. The vacancy on the staff of organizers was filled by the appointment of Mr. Milton A. Sorsoleil.

Mr. Gavin, before he came to the Department of Education, was Principal of the Windsor Collegiate Institute and was generally regarded as one of the outstanding men among the high school teachers. He was specially successful in organizing industrial and technical classes. He has been an efficient member of the staff of organizers, and his promotion was well merited.

Mr. Sorsoleil is an honour graduate in English and history of the University of Toronto and a specialist in commercial work. He had given excellent service first as a master and afterwards as Principal of the Normal-Model School at Toronto. His appointment, therefore, is also a promotion within the Department of Education. He is a man of energy and ability with personal qualities which specially fit him for the work. He will be connected more directly with the Commercial Department of the Technical Education Branch.

SOME IMPORTANT PROBLEMS OF THE IMMEDIATE FUTURE

The operation of the Adolescent School Attendance Act introduces important problems that must be solved in the immediate future. The most important of these is the establishment of part-time courses for those who hold home permits or employment certificates under this Act. As has been pointed out from time to time in my reports, part-time courses of instruction have been voluntarily organized in co-operation with industries in several of the day technical schools. But after September, 1922, all school boards in urban municipalities with a population of 5,000 or over must make provision for the establishment of part-time courses, and all young persons between fourteen and sixteen years of age who are at work must attend school at least four hundred hours per year. After September, 1923, the same municipalities must extend their courses to give instruction to workers between sixteen and eighteen years of age for three hundred and twenty hours per year.

While the responsibility for establishing these courses rests with the municipalities, the Department of Education must be prepared to give direction and assistance to boards and advisory committees. As a matter of fact, all the steps that have been taken in the direction of establishing vocational classes and schools have had in view a permanent organization which would provide satisfactorily for compulsory part-time courses as well as for full-time instruction in academic and vocational subjects. Classes established and maintained under the Vocational Education Act will be found, as a rule, most suitable for all workers who have reached the fourth book standard of the public school, because all part-time courses of study planned under this Act to meet the needs of employed boys and girls must provide instruction in the subjects of a general education as well as a training in the subjects, processes, and operations which are fundamental in the commercial, agricultural, home-making art, or industrial occupations in which young persons are actually engaged or into which they wish to enter. On the educational side, therefore, the enforcement of the Adolescent School Attendance Act will not only give a great impetus to the establishment of vocational education, but will present important problems in organization and administration that must be solved.

The problem of providing more satisfactory means for the training of teachers of vocational subjects is also to be solved. The temporary provisions made through evening classes and summer schools are inadequate. Either a special department should be added to one of our present professional training schools or an independent college for the purpose should be established.

Action has been delayed through the negotiations which have been taking place for the organization of a Dominion College maintained and supported in part by the Dominion Government and in part by the province in accordance with a co-operative agreement. Such negotiations have been carried on for about two years, but it would now appear that a plan for co-operation on the proposed basis cannot be carried out. Accordingly, the suggestion has been made that the province of Ontario proceed with the establishment of a school for the training of teachers of vocational subjects.

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ONTARIO—ENROLMENT, ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS,
SCHOOL YEAR ENDED DECEMBER 31, 1921

School and Locality	Enrolment and Average Attendance						No. of Teachers			
	Day Classes		Part-time Classes		Evening Classes		Total Enrolment	Day	Evening	Total
	Total Enrolment	Average Attendance	Total Enrolment	Student hours	Total Enrolment	Student Hours				
Barrie.....					118	6,244	118		7	7
Beamsville.....					54	2,216	54		4	4
Belleville.....					229	193,542	229		12	12
Brantford.....	22	16			1,012	19,946	1,034	2	24	26
Brockville.....					337	8,696	337		17	17
Chatham.....	38	27	2	968	410	12,036	1,008	5	14	19
Cobourg.....					92	1,980	92		6	6
Collingwood.....	31	19			102	2,882	133	2	5	7
Dundas.....					86	4,386	86		6	6
Espanola.....					70	2,949	70		4	4
Fairbank.....					132	21,912	132		9	9
Fort William.....					611	15,043	611		21	21
Galt.....					394	14,274	394		12	12
Gananoque.....					88	3,176	88		7	7
Goderich.....					74	1,606	74		5	5
Guelph.....					452	15,099	452		22	22
Haileybury.....	51	41					51	6		6
Hamilton.....	494	434	159	13,869	2,610	73,099	3,363	27	79	106
Ingersoll.....					103	3,983	103		6	6
Iroquois Falls.....					69	804	69		4	4
Kenora.....					103	3,574	103		9	9
Kingston.....	60	30	25	5,000			85	3		3
Kitchener.....					578	20,474	578		16	16
Lindsay.....					300	8,120	300		13	13
London.....	196	158			1,615	55,374	1,811	12	40	52
Newmarket.....					81	1,164	81		5	5
Niagara Falls.....	38	26			381	4,484	419	3	15	18
North Bay.....					216	6,262	216		9	9
Orillia.....					81	3,529	81		9	9
Oshawa.....					81	4,346	81		8	8
Ottawa.....	188	117	330	5,228	3,310	90,400	3,828	20	54	74
Owen Sound.....					722	14,750	722		32	32
Pembroke.....					175	5,464	175		13	13
Peterborough.....					383	10,800	383		15	15
Port Arthur.....					315	4,895	315		15	15
Port Hope.....					87	4,428	87		9	9
Preston.....					49	2,202	49		6	6
Renfrew.....					175	3,280	175		8	8
St. Catharines.....					277	7,778	277		10	10
St. Thomas.....					199	7,134	199		12	12
Sarnia.....					422	16,876	422		21	21
Sault Ste. Marie.....	16	15			177	6,387	193	8	8	16
South Porcupine.....					101	3,270	101		7	7
Stratford.....					285	8,620	285		9	9
Sturgeon Falls.....					60	1,624	60		4	4
Sudbury.....	33	25			147	2,649	180	2	8	10
Timmins.....					83	3,603	83		8	8
Toronto.....	1,378	1,175	391	15,931	8,023	353,807	9,792	91	209	300
Walkerville.....					355	11,746	355		21	21
Welland.....					120	3,616	120		9	9
Whitby.....					92	1,716	92		6	6
Windsor.....	55	40			1,069	37,274	1,124	10	25	35
Woodstock.....					192	5,640	192		12	12
Totals.....	2,600	2,123	907	40,996	27,297	1,119,287	30,804	191	909	1,100

ONTARIO.—DISTRIBUTION BY SUBJECTS OF 27,297 PUPILS IN EVENING VOCATIONAL CLASSES, SCHOOL YEAR ENDING JUNE 30, 1922

Subject	Distribution of Pupils	
	Number	Per cent
English.....	9,082	19.7
Mathematics.....	7,262	15.7
Sewing and Dressmaking.....	6,253	13.5
Cooking.....	2,666	5.8
Millinery.....	2,590	5.6
Drafting and Design.....	2,525	5.5
Electricity.....	2,445	5.3
Drawing and Applied Art.....	2,195	4.8
Auto Mechanics.....	2,181	4.7
Woodworking.....	1,536	3.35
Metal Working.....	1,272	2.8
Physical Culture.....	910	2.0
Steam and Gas Engines.....	872	1.9
Home Making.....	800	1.75
Show Card Writing.....	795	1.73
Bookkeeping and Stenography.....	621	1.35
Science.....	486	1.05
Languages.....	477	1.03
History and Civics.....	305	0.66
Civil Service.....	256	0.55
Printing and Photography.....	249	0.54
Telegraphy and Radio.....	223	0.48
Basketry.....	137	0.30
Geography.....	133	0.29
Mining.....	58	0.12
Surveying.....	23	0.05
Navigation.....	9	0.02

NOTE.—The total enrolment in all classes was 46,361 but many of the pupils took more than one subject.

MANITOBA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

During the year ending December 31, instruction in home economics has been given in the following places: Winnipeg, Brandon, Portage la Prairie, Dauphin, Virden, Selkirk, St. Norbert, Teulon, Gunton, Balmoral and Stonewall.

Home economics work has been making very favourable progress throughout the province. The work introduced in Portage la Prairie under Miss O. B. Lawson has been enthusiastically received by the students and public in general. Courses introduced in St. Norbert and St. Laurent have been taken advantage of by high school girls and by others not in attendance at school. In all other places the work has been maintained as during the year 1920.

Commercial courses for an increasing number of students have been carried on in Winnipeg and Brandon. Evening classes in practically all vocational subjects have been carried on in Winnipeg and Transcona.

The following subjects were included in the evening courses given:—

Machine shop practice
Blacksmithing
Armature winding
Electricity and magnetism
Special electrical course
Alternating currents
Wireless

Telegraphy
Auto electricity
Pattern making
Carpentry
Cabinetmaking
Elementary woodwork
Show-card writing

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Drawing and design
 Mechanical drawing
 Architectural drawing
 Machine drawing
 Sheet metal drawing
 Penmanship
 Shorthand, Russell
 Shorthand, Gregg
 Shorthand, Pitman
 Typewriting
 Book-keeping
 Steam engineering

Electricians license
 Auto mechanics
 Civil Service
 Industrial chemistry
 Industrial mathematics
 English
 Physics
 Arithmetic
 Printing
 Dressmaking
 Millinery.

The following figures show a comparison of the work for the year 1920 and 1921:—

	1920	1921.
Number of day schools	9	14
Number of evening schools	4	4
Number of teachers in day schools	47	50
Number of teachers in evening schools	98	93
Total attendance—day schools	2,173	3,667
Total attendance evening schools	3,592	5,898
Expenditure by local school boards for teachers' salaries	\$46,645 39	\$88,606 25
Grants to local school boards for teachers' salaries . .	11,635 80	35,554 40

Plans for the new Daniel McIntyre school in Winnipeg have been completed and the building is now in the course of construction. Excellent accommodation for vocational classes in electrical work, woodwork, metal work and auto mechanics and drawing will be provided.

The courses of study have been revised for the term beginning September 1, 1922. New courses coming under the Technical Education Act will be,—

- (1) Commercial course (as per outline below).
- (2) Practical arts course for girls.
- (3) Practical arts course for boys.
- (4) Junior matriculation and engineering for boys.

A copy of the time allotment table of the commercial course is here shown giving the main outlines. A few minor changes may yet be made in the details.

WINNIPEG SECONDARY SCHOOLS.—COMMERCIAL COURSE, 1922-23

Subject	Time Allotment—Minutes per Week			Total Time	Per cent of Total time
	1st Year	2nd Year	3rd Year		
English.....	241	158	129	528	11.7
Spelling.....	30	43		(N.B.—This per cent is increased when work in Correspondence and commercial subjects is counted. See below).	
Writing.....	30	30			
Grammar.....	125				
Literature.....	56	85	129		
History.....	129	129	129	387	8.5
General.....	129	129		(N.B.—Emphasis on Social and industrial and civics).	
British.....			129		
Canadian and civics.....					
Mathematics.....	258	258	258	774	17.2
Arithmetic.....	172				
Algebra.....	86	129	129		
Geometry.....		129	129		
Science.....	215	215	172	602	13.3
General.....	129				
Geography (commercial).....	86	86		(N.B.—Emphasis on relation of science to industry).	
Botany.....		129 (This time may be given to general science).			
Physics.....			172 (or physics).		
Chemistry.....					
French.....	172	172	215	559	12.4
Physical training.....	43	43	43	129	2.9
Commercial.....	447	530	559	1,536	34
Shorthand.....				(N.B.—Much of the work in history, geography and science is strictly commercial).	
Typewriting.....					
Bookkeeping.....					
Commercial law.....					
Correspondence.....					
Accountancy.....					
Total time.....	1,505	1,505	1,505	4,515	100

Courses in practical arts for boys and practical arts for girls have been organized, so as to allow a large portion of time for technical work in the first two years and about 66 per cent for technical work in the final or third year. This will give the pupils in technical or home economics work an opportunity of "staying in" with the general school subjects until the latest possible date and also allow them the maximum amount of time for final choice of a vocation.

Teacher training classes have been started in connection with the Normal School. Courses in aims and methods and principles of teaching have been carried on. A class of twenty-eight consisting chiefly of teachers who formerly were practical mechanics have attended these classes and obtained standing. This work will be carried on throughout the coming year.

No legislation respecting vocational education has been passed during the year.

The problem of part-time education has received very marked attention in the minds of educationalists and business men of Winnipeg. A committee composed of representatives of all the leading organizations has been keeping the question before the public. The accompanying tables give the result of findings of the school census. It is very noticeable in this report that commercial education is the leading factor in the educational requirement in the city of Winnipeg.

WINNIPEG SCHOOL CENSUS.
TABLE 1.—SPECIAL RECORD OF 10,708 BOYS AND GIRLS, FOURTEEN TO EIGHTEEN YEARS OF AGE,
IN SEVENTY-FOUR DISTRICTS IN WINNIPEG

Attending School					Not Attending School								Grade at Leaving School							Totals						
In Public Schools	In Private Schools	In University	In Business College	In other Institutions	Total	III	Employed	Unemployed	14 years	15 years	16 years	17 years	18 years	Total	Below Grade 5	Grade 5	Grade 6	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12	Grade not given	Boys	Girls
4,734	685	207	86	11	5,723	93	3,540	1,352	373	802	1,261	1,490	1,059	4,985	218	405	664	788	1,232	375	370	173	19	741	5,056	5,652

NOTE.—Additional information given in the original statistics includes the following:—

Living at home.....	10,254	Father dead.....	1,000	Attended educational classes since leaving school.....	1,587
Boarding.....	454	Mother dead.....	414	Not attended educational classes since leaving school.....	3,398
		Both parents dead.....	124		
		Both parents living.....	9,170		

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ENROLMENT, ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS,
SCHOOL YEAR ENDED JUNE 30, 1922.

School and Locality.	Enrolment and Average Attendance.						Teachers.		
	Day Classes.		Evening Classes.		Total.		Day.	Evening.	Total.
	Total Enrolment.	Average Attendance.	Total Enrolment.	Average Attendance.	Total Enrolment.	Average Attendance.			
Collegiate Institute, Portage la Prairie.....	166	19	0	0	166	19	1	0	1
Collegiate Institute, Selkirk.....	41	20	0	0	41	20	1	.....	1
Collegiate Institute, Virden.....	63	16	0	0	63	16	1	.....	1
Collegiate Institute, Teulon.....	29	10	0	0	29	10	1	.....	1
Collegiate Institute, Stonewall.....	57	19	.....	.....	57	19	1	.....	1
Collegiate Institute, Dauphin.....	79	14.5	.....	.....	79	14.5	1	.....	1
Collegiate Institute, Brandon.....	82	23.3	.....	.....	82	23.3	2	.....	2
Evening School, Transcona.....	.....	.....	15	13.5	15	13.5	.....	1	1
Public School, St. Laurent	.....	.....	.....	.....	.....	.....	.....	.....	.....
Consolidated School, Balmoral.....	24	7	.....	.....	24	7	1	.....	1
Consolidated School, Teulon, Winnipeg.....	23	8	.....	.....	23	8	1	.....	1
Kelvin Technical, H.S....	1,414	256	1,302	287.1	2,716	543.1	14	47	61
St. Johns Technical, H.S....	447	261	740	192.5	1,187	453.5	10	32	42
General Wolfe High School.....	126	104	238	62	364	166	.....	5	5
Isaac Brock, H.S.....	564	55	.....	.....	564	55	3	.....	3
Lord Roberts, J.H.S.....	47	44	.....	.....	47	44	2	.....	2
Earl Grey, J.H.S.....	210	25	.....	.....	210	25	3	.....	3
Lord Selkirk, J. H. S.....	134	54	.....	.....	134	54	3	.....	3
Totals.....	3,506	.....	2,295	.....	5,801	.....	45	85	130

ALBERTA

ANNUAL REPORT ON VOCATIONAL EDUCATION, YEAR 1921-1922

A SUMMARY

During the school year ending June 30, 1922, there was no marked growth in the field of vocational education in day, part-time, evening and correspondence work throughout the province. There was an average of one thousand, eight hundred and forty students who received vocational instruction in evening classes, under the authority of local school boards in twenty-one cities, towns and villages in the province. In addition there was a considerable number of evening classes in English for new Canadians. An average of one thousand, three hundred and sixty-two students were enrolled in day, part-time and correspondence classes receiving instruction in industrial, technical and commercial work in the cities of Calgary, Edmonton, Lethbridge and Medicine Hat. Two hundred and seventy-five students were enrolled in correspondence work in mining and steam engineering at the Provincial Institute of Technology and Art, Calgary. Statistical tables are appended to this report.

Vocational evening classes were in operation at Bankhead, Bellevue, Brule, Cadomin, Calgary, Camrose, Canmore, Coalhurst, Coleman, Cora Lynn, Dinant, Edmonton, Hillcrest Mines, Lethbridge, Mountain Park, National Park, Nordegg, Stettler, Taber, Wayne and the Provincial Institute of Technology and Art at Calgary.

Vocational day schools were open at Calgary, Edmonton, Medicine Hat, Lethbridge and at the Provincial Institute at Calgary.

INSTRUCTION OF VARIED CHARACTER

The subjects of instruction offered covered a wide field as the following list shows:—

Steam engineering (for 1st, 2nd and 3rd Class Certificates.	Shop mathematics.
Mining engineering (for 1st, 2nd and 3rd Class Certificates).	Business English and arithmetic.
Electrical engineering.	Chemistry.
Motor mechanics.	Matriculation subjects.
Machine shop practice.	Cookery.
Gas-engine work.	Millinery.
Battery and ignition.	Sewing.
Armature winding.	Dressmaking.
Woodwork.	Dietetics for nurses.
Telegraphy.	Art appreciation.
Drafting—	Drawing and design.
Architectural.	Commercial illustration.
Mechanical.	Shorthand.
Railway.	Typewriting.
Mine survey.	Book-keeping.
Sheet metal.	

With exceptions the enrolment and attendance in these classes were satisfactory. It may be noted that no retrograde step was permanently taken by any school board during the year, while on the other hand several school boards in towns made a beginning at providing some types of vocational work in evening classes, thereby affording their communities the advantage enjoyed by residents of the cities. With a competent local instructor similar classes are possible in many towns of the province.

The main features of the work in progress in 1921-22 may be enumerated as follows:—

- Four Commercial High Schools.
- Two Technical Schools.
- One Provincial Institute of Technology and Art.
- Three Part-time Schools.
- Two Correspondence Classes.
- Fourteen Coal Mining Schools.
- Four Steam Engineering Schools.
- Four Sewing and Dressmaking Schools.
- Eight Business English and Arithmetic Classes.

SPECIAL CERTIFICATES

Prior to June, 1921, there had been no certificates issued to teachers of special subjects in this province. Some of these teachers were teaching manual training and household economics in the elementary and secondary schools of the province; others were teaching vocational subjects in the technical schools. In awarding certificates to them consideration was given to the practical and technical training of such

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teachers, especially as they were working in special fields. All were required to present evidence of their academic, professional and vocational training and were granted certificates as teachers of special subjects in accordance with the statements of qualifications submitted. Sixty-five such certificates have been issued already with the result that this considerable group of teachers has been given formal recognition by the Department of Education and will be able to present departmental certificates when making applications to school boards.

THE PROVINCIAL INSTITUTE OF TECHNOLOGY AND ART, CALGARY

A distinct contribution to the cause of education is being made by the staff of the institute at Calgary. The instruction given is of a vocational and semi-professional character and has attracted students from all parts of the province. The teaching staff consists of fourteen specialists well equipped by training and experience to be of the greatest service to the industries of the province. During the year ending June 30, 1922, they gave instruction to six hundred and fifteen students in day, part-time, evening and correspondence classes. This is a unique achievement for the second year of an institution of this character. The enrolment for the year 1922-23 will no doubt exceed that of 1921-22. When the new building at Calgary is ready a still greater number of students will be expected to attend. The preliminary work of exploring the needs of the provinces and of adapting the courses to meet those needs most efficiently will have been completed at the time of occupancy of the new building.

The department was enabled to undertake two years' instruction before the completion of the new institute buildings through the kindness of the Calgary School Board, the commissioners of the city of Calgary and the S.C.R. Department of the Dominion Government. Through these bodies, accommodation was provided for staff and students at the Colonel Walker School and adjacent buildings in East Calgary. This service has been of the greatest value to the institute as it has been also to the young men of the province. The pressing needs of these young men were given attention to immediately and the services of the staff were available to assist in planning shops, laboratories and class-rooms. Their contribution as well as that of the public bodies mentioned above are gratefully acknowledged in this report.

ALBERTA.—DISTRIBUTION BY SUBJECTS OF 1,840 PUPILS IN EVENING VOCATIONAL CLASSES

Subject	Number	Per cent
Sewing.....	554	15.1
Millinery.....	518	14.1
Commercial.....	487	13.2
Preparatory.....	459	12.5
Mining.....	368	10.0
Motor Mechanics.....	218	6.0
Matriculation.....	158	4.3
Machine Shop.....	154	4.2
Physical Culture.....	90	2.5
Woodwork.....	80	2.2
Steam Engines.....	77	2.1
Electricity.....	75	2.1
Telegraphy.....	58	1.6
Battery and Ignition.....	56	1.5
Drafting.....	54	1.5
Cookery.....	51	1.45
Commercial Art.....	45	1.22
Chemistry.....	43	1.2
Armature Winding.....	38	1.1
Shop Mathematics.....	33	0.9
Gas Engines.....	30	0.82
Dietetics.....	15	0.41

NOTE.—The total enrolment in all classes was 3,681 but a number of the pupils took more than one subject.

ALBERTA.—ENROLMENT AND TEACHERS IN VOCATIONAL CLASSES, SCHOOL YEAR
ENDED JUNE 30, 1922

School and Locality	Enrolments for Fall and Spring Terms								Number of Teachers			
	Day Classes		Evening Classes		Correspondence Dept.		Total		Day	Evening	Correspondence	Total
	Fall	Spring	Fall	Spring	Fall	Spring	Fall	Spring				
Bankhead, No. 1133.....			43	34			43	34		2		2
Bellevue, No. 1336.....			30	28			30	28		2		2
Brule, No. 3537.....			45	24			45	24		1		1
Cadomin, No. 3896.....			12	12			12	12		1		1
Calgary, No. 19.....												
Commercial High.....	208	207	250	43			458	248	7	6		13
Pre-vocational.....	230	227	366	159			596	379	12	20		32
Provincial Institute of Technology and Art	84	129	211	223	269	282	564	634	14	13	3	30
Camrose, No. 1315.....				17				17		1		1
Canmore, No. 168.....				30				30		3		3
Coalhurst, No. 2394.....			31	22			31	22		2		2
Coleman, No. 1216.....			54	21			54	21		2		2
Cora Lynn, No. 2012.....			8				8			1		1
Dinant, No. 2448.....			24	11			24	11		2		2
Edmonton, No. 7.....												
Technical School.....	188	250	176	150			364	400	18	32		50
McDougall Commer- cial.....	157	150					157	150	9			9
Strathcona Commer- cial.....	57	59	111	120			168	179	4	8		12
Victoria, High.....	78	88					78	88		7		7
Old King Edward.....			46	50			46	50		4		4
Hillcrest Mines, No. 1916.....			18	17			18	17		1		1
Lethbridge, No. 51.....	66	65	179	84			245	149	8	13		21
Medicine Hat, No. 76.....	36	37					36	37	1			1
Mountain Park, No. 3334.....			10	10			10	10		1		1
National Park, No. 102.....			114	112			114	112		6		6
Nordegg, No. 3211.....			17	15			17	15		2		2
Stettler, No. 1457.....				11				11		1		1
Taber, No. 933.....			26	18			26	18		2		2
Wayne, No. 3457.....			20	30			20	30		2		2
Totals.....	1,104	1,203	1,791	1,241	269	282	3,164	2,726	73	135	3	211

BRITISH COLUMBIA

REPORT OF THE ORGANIZER OF TECHNICAL EDUCATION

Considering the spirit of economy which has taken hold of the public mind, it is gratifying to be able to point to a slight increase in the work in question. The figures are as follows:—

	1921	1922
Schools	33	47
Students	4,638	5,844
Teachers	198	251

TECHNICAL SCHOOLS

Technical schools are organized in the cities of New Westminster, Vancouver, and Victoria. Next year we hope to be able to report on the establishment of an

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additional one in the industrial city of Trail, and when local questions of taxation are readjusted in Vancouver the subject of building a new technical school in that city will undoubtedly gain favour.

The three years' course of study in these schools is composed of the following subjects: English citizenship and economics, mathematics, mechanics, chemistry, physics, electricity, drawing and design, woodwork, sheet-metal work, and machine shop work.

At the end of the three years' course examinations are held for the Technical Leaving Certificate which is awarded by the Department of Education. This certificate is expected to have considerable weight with employers when engaging workers. At the same time an opportunity is given these students who develop a desire to attend university to adjust their studies and prepare themselves for the university matriculation examination.

In the near future specialized trade courses will be operated successfully, great interest being already displayed by the men engaged in plumbing, sheet-metal working, printing, and engineering.

A table showing the number of students attending these schools, the staffs engaged in the work of instruction, and also the number of students enrolled in the commercial courses in eleven cities in the province is appended at the end of this report.

NIGHT SCHOOLS

Night schools are conducted in thirty-six cities and municipalities in the province. The names of these places with the number of students in attendance will be tabulated at the end. The courses of study embrace the following:—

Business English and arithmetic.	Electrical engineering.
Book-keeping.	Navigation.
Accounting.	Shipbuilding.
Commercial law.	Carpentry and joinery.
Typewriting.	Cabinet-making.
Shorthand.	Plumbing.
Salesmanship.	Sheet-metal working.
Show-card writing.	Art metal working.
Economics.	Drawing and design.
Mathematics.	Pharmacy.
Mechanical drawing.	Dressmaking.
Stationary engineering.	Millinery.
Automobile engineering.	Cookery.
Ignition.	

CORRESPONDENCE CLASSES

Correspondence classes in coal-mining and mine-surveying are conducted by the Department of Education, and one hundred and fifty-two students are enrolled.

These classes were organized to overcome the difficulty of regular attendance when men are working under the three-shift system. Most effective tuition can be given to such men when in addition to becoming members of correspondence classes they also attend night school tutorial classes.

The courses of study are as follows:—

- No. 1. Preparatory Mining Course (for boys over 14 years of age who have left school).
- No. 2. Course in Arithmetic and Mathematics.
- No. 3. Course for fire-boss, shift-boss, or shot-lighters. (Third Class papers.)
- No. 4. Courses for Overman's Papers. (Second Class.)
- No. 5. Course for Mine Manager's Papers. (First Class.)
- No. 6. Course in Mine Survey work.

BRITISH COLUMBIA.—ENROLMENT, ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS, SCHOOL YEAR ENDED JUNE 30, 1922

School and Locality	Enrolment and Average Attendance					Number of Teachers				
	Day Classes		Evening Classes		Correspondence	Total Enrolment	Day	Evening	Correspondence	Totals
	Total Enrolment	Average Attendance	Total Enrolment	Average Attendance						
Cranbrook, High.....	19	14				19	1			1
Kamloops, High.....	25	21	87	48		112	4	7		11
Ladysmith, High.....	17					17	1			1
Nelson, High.....	27		134	86		161	7	4		11
New Westminster, Technical.....	82		158	106						
“	71					335	16	11		27
“ Home Economics.....	24									
North Vancouver, High.....	54	48				54	2			2
Point Grey, High.....	35	28				35	7			7
Revelstoke, High.....	32	25				32	1			1
South Vancouver, High.....	81	67	375	259		456	4	11		15
Vancouver, Brit. High.....	187						35	42		77
“ High School of Commerce	277		1,517	1,055		2,348				
“ Technical.....	367									
Victoria, High (Commercial).....	187		651	474	152				1	36
“ High (Tech).....	113					1,103	12	23		1
Albert Head.....			15	10				1		1
Agassiz.....			19	10				1		1
Burnaby.....			18	10				1		1
Chilliwack.....			42	29				6		6
Cartier.....			30	20				1		1
Colwood.....			15	11				1		1
Champion Creek.....			11	8				1		1
Duncan.....			32	23				1		1
Esquimalt.....			14	11				1		1
Granby Bay.....			278	168			19			19
Happy Valley.....			82	47			4			4
Langley.....			10	10			1			1
Langford.....			13	12			1			1
Michel.....			46	25			2			2
Metchosin.....			49	27			2			2
Minto.....			27	13			1			1
Mission.....			17	11			2			2
Nanaimo.....			63	43			7			7
North Bend.....			33	16			2			2
Osland.....			5	4			1			1
Penticton.....			94	67			8			8
Port Coquitlam.....			49	36			2			2
Prince George.....			18	9			1			1
Powell River.....			44	26			2			2
Saanich.....			86	73			6			6
Trail.....			13	12			1			1
Sooke.....			15	11			1			1
Union Bay.....			20	16			2			2
Wynndel.....			14	12			1			1
Totals.....	1,598		4,094	2,798	152	5,844	90	178	1	269

VIII. JOINT INDUSTRIAL COUNCILS

In conformity with a recommendation of the Royal Commission on Industrial Relations, which was appointed in 1919 to consider means for securing a permanent improvement in the relations between employers and workers in Canada, and in accordance with a resolution adopted by the conference of representatives of the Dominion and Provincial Governments with representative employers and labour men, which was held in Ottawa in the same year to consider the subjects of industrial relations, labour laws and the labour features of the Treaties of Peace, the Department of Labour began two years ago a study of Joint Industrial Councils and kindred plans looking to the improvement of industrial relationships. The various reports of the Whitley Committee, which was established by the British Government in 1917 to suggest means for the permanent improvement of industrial relations, were reprinted by the Department of Labour of Canada in 1919 and some of the same have been freely distributed to those seeking information on this subject. At the request of the department, employers and workers throughout Canada who had established Joint Councils and Committees, furnished information regarding their respective joint organizations and the information thus received, together with particulars of similar systems in other countries, was published in 1921 as a separate bulletin under the title "Joint Councils in Industry". Wide distribution was made of this pamphlet and in February, 1921, a conference of representatives of a number of the larger employing companies in Canada which had established Joint Councils with their employees was convened at Ottawa. The proceedings of this conference dealt in the main with the experience gained by these companies with their respective Joint Industrial Councils. The proceedings of the conference of February, 1921, were published as Bulletin No. 2 of the Industrial Relations Series and issued also as a supplement to the *Labour Gazette*.

At a joint meeting of representatives of the international unions of the building trades with members of the Standing Labour Committee of the Association of Canadian Building and Construction Industries, held at Hamilton, May 26, 1920, resolutions were unanimously carried setting up a National Joint Conference Board of the Building and Construction Industries of Canada, to be composed of five representatives elected or selected by the Association of Canadian Building and Construction Industries and five members elected or selected by the representatives of the building trades international unions. The resolution included a request that the Dominion Government should appoint a representative to act as chairman and convener of this National Joint Conference Board.

The functions of the National Joint Conference Board of the Building and Construction Industries of Canada, which was in due course set up, are of an educational and advisory nature, but it may deal with disputes referred to it for settlement by affiliated local organizations or establish local industrial boards. The National Joint Conference Board is also charged with the encouragement of the organization of employers and workmen of the building and construction industries into local joint industrial boards for the settlement of disputes in the building and construction industries of Canada. At the close of the fiscal year 1920-21, local joint industrial boards existed in the building trades in Hamilton, Ottawa, London and Toronto.

A joint conference of the building and construction industries in Canada was held at Ottawa, May 3-6, 1921. This Conference was convened on invitation of

the Government of Canada in accordance with a request received from the National Joint Conference Board of the Building and Construction Industries in Canada. Thirty-two delegates were in attendance on behalf of the employers, selected by the Canadian Association of Building and Construction Industries, and an equal number of delegates on behalf of the employees, selected by the international labour organizations of the building trades. Unanimous resolutions based on committee reports were adopted by the Conference on all of the five items of the agenda relating respectively to: (1) existing conditions in the industry, (2) apprenticeship and craftsmanship, (3) costs and production, (4) conditions of employment, and (5) development of joint industrial councils.

The report of the committee on joint industrial councils included a recommendation that the Department of Labour continue to co-operate with the National Joint Council in the formation of local joint councils and that the assistance of the Department be available for local councils, and as a consequence an officer of the Department was assigned to give such assistance as was sought in connection with the formation of joint councils. Mr. T. A. Stevenson, the officer referred to, visited various points in Canada, generally at the request of employers and trade unions concerned, and as a result at the end of the fiscal year covered by this report, the formation of joint councils in the building trades at Calgary, Edmonton, Moosejaw, Regina and Winnipeg, was under consideration by the employers and employees at the places mentioned, while in August 1921, the Saskatoon Joint Industrial Council in the Building Industry was organized "to harmonize and standardize the condition of contracting and employment in the Saskatoon building trades and to secure the largest possible measure of joint action between employers and employees for the development of industry as a part of national life, and for the improvement of the conditions of all engaged in that industry, and to adjust any grievances that may arise out of the interpretation of agreements made between employers and employees in the various affiliated trades." This Council consists of fourteen members, representation being of equal numbers of recognized organizations of employers and employed.

In November, 1921, the Vancouver Joint Council of the Building and Construction Industries was formed consisting of 12 representatives of recognized organizations of employers and a similar number of representatives of recognized organizations of employees, the object and aims as set forth in the constitution being similar to those of the Saskatoon Joint Council.

The formation of joint councils in the Printing Trades at Calgary, Edmonton and Regina was also under consideration at the end of the fiscal year.

In addition to the personal assistance given in connection with the building and printing industries, many enquiries were received during the year under review from employers and employees of various other industries regarding joint industrial councils, and information was furnished to various firms who had previously reported to the Department the results attained by joint councils in their organizations, and who had continued to communicate with the Department of Labour not only with the object of seeking advice and information, but also to indicate their experiences.

IX. LEAGUE OF NATIONS INTERNATIONAL LABOUR CONFERENCE

References have appeared in previous annual reports of the Department of Labour to the establishment of the International Labour Organization of the League of Nations under the authority of the Treaties of Peace and to its objects, plan of organization, etc.; also to the matters which received attention at the first session of the conference held in Washington, D.C., October-November, 1919.

The agenda of the first conference was fixed in the Peace Treaties and comprised the following items, namely: (1) the application to industry of the principle of the eight-hour day or forty-eight hour week; (2) the question of the prevention of or providing against unemployment; (3) various proposals relating to the employment of women and children; and (4) prohibition of the use of white phosphorus in the manufacture of matches.

The proceedings of the second annual conference, held at Genoa, Italy, in July, 1920, were summarized in the annual report of the Department of Labour for 1920-21. The agenda of this conference related exclusively to matters affecting seamen, including (1) facilities for finding employment; (2) the minimum age of employment of boys on board ship; (3) unemployment indemnity in case of loss or foundering of ships; and (4) the establishment of national seamen's codes.

The proposals emanating from the first and second International Labour Conferences were received in due course by the Canadian Government and were brought by the Government formally to the attention of the competent legislative authorities, as required by the treaty terms. It should be noted that certain of the proposals were regarded by the federal law officers as coming within Dominion jurisdiction, whilst others were deemed to be within provincial authority and were accordingly referred to the several provincial governments for attention.

The third session of the International Labour Conference was held in Geneva, Switzerland, from October 25 to November 19, 1921, and resulted in the adoption of draft conventions regarding the minimum age of trimmers and stokers on ships, medical inspection of children and young persons on ships, the use of white lead in painting, the right of association of agricultural workers, workmen's compensation for agricultural workers, the employment of children in agriculture, and a weekly rest in industrial undertakings. Recommendations were made concerning agricultural workers in relation to technical education, unemployment, social insurance, night work of women and children, maternity and housing conditions and concerning a weekly rest in commercial establishments.

Under the terms of the Treaties of Peace, each state adhering thereto is entitled to four delegates in the International Labour Conference, two of whom shall be Government delegates and the two others shall be delegates representing respectively the employers and workpeople of the country, chosen in agreement with the industrial organizations if such organizations exist, which are most representative of employers or workpeople, as the case may be, in the respective countries. Each delegate may be accompanied by advisers not exceeding two in number. It is also provided in the Treaties of Peace that the decisions of the conference may take the form of (a) a recommendation to be submitted to the member states for consideration with a view to effect being given to it by national legislation or otherwise, or (b) a draft international convention for ratification by the member states. A two-thirds majority of the votes cast by the delegates is required for adoption of any recommendation or draft convention by the Conference. The recommendations and draft

conventions are afterwards transmitted through the Secretariat of the League of Nations to the different countries represented on the International Labour Organization for acceptance or otherwise. Each country is obliged under the treaties within the period of one year at most from the closing of the conference or if it is impossible owing to exceptional circumstances to do so within one year, then at the earliest practicable moment and in no case later than eighteen months from the closing of the conference, to bring the respective recommendations or draft conventions "before the authority or authorities within whose competence the matter lies for the enactment of legislation or other action."

THE CANADIAN DELEGATION

The Canadian delegation to the Third Conference took an active part in the proceedings both of the General Conference and of the various commissions which were established in connection therewith.

Since certain items of the agenda were regarded as relating to matters within provincial jurisdiction, the governments of the Canadian provinces were invited by the Dominion to be represented and the status of advisers was given to the provincial representatives. Three of the provincial governments accepted this invitation and appointed representatives, namely, Ontario, Quebec and Manitoba. The delegate on behalf of the employers of Canada was appointed on the nomination of the Canadian Manufacturers' Association and the delegate on behalf of the workers of Canada on the nomination of the Trades and Labour Congress of Canada. The Canadian delegation was composed as follows:—

Government Delegates.—Mr. Gerald H. Brown, Assistant Deputy Minister of Labour of Canada. Lt.-Col. J. Obed Smith, Superintendent of Emigration, London, England.

Technical Advisers.—Hon. W. R. Rollo, Minister of Labour for the Province of Ontario. Hon. Thos. H. Johnson, K.C., Attorney-General of Manitoba. Hon. Antonin Galipeault, Minister of Labour for the Province of Quebec. Mr. Ferdinand Roy, K.C., Quebec, P.Q.

Employer's Delegate.—Mr. S. R. Parsons, Toronto, former President of the Canadian Manufacturers' Association.

Technical Adviser.—Mr. E. Blake Robertson, Ottawa, representative of Canadian Manufacturers' Association.

Workers' Delegate.—Mr. Tom Moore, Ottawa, President of the Trades and Labour Congress of Canada.

Technical Adviser.—Mr. Arthur Martel, Montreal, Vice-President of the Trades and Labour Congress of Canada.

Seven commissions were established for the consideration of different items of the conference agenda. The Canadian Government delegation was given representation on three of these bodies as follows:

Commission on white lead, Colonel J. Obed Smith; Colonel Smith was honoured with the chairmanship of this commission.

Commission on unemployment among agricultural workers and the protection of agricultural workers against accident, sickness, invalidity and old age, Hon. A. Galipeault, Minister of Labour for Quebec.

Commission on technical agricultural education and the right of agricultural workers to membership in labour organizations, Hon. W. R. Rollo, Minister of Labour for Ontario.

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The Canadian employers' delegation was given representation on three commissions, namely that for the protection of agricultural workers against sickness, invalidity and old age; the commission on weekly rest and the commission on white lead. Mr. S. R. Parsons, the Canadian employers' delegate, participated in the meetings of the first two commissions, and Mr. E. Blake Robertson, Canadian employers' adviser, in the meetings of the commission on white lead.

The Canadian workers' delegation was represented on three commissions, namely, the commission on unemployment of agricultural workers and protection of agricultural workers against accident, sickness, invalidity and old age; the commission on weekly rest and the commission on maritime questions. Mr. Tom Moore, Canadian workers' delegate, attended the meetings of the first two commissions and Mr. Arthur Martel, Canadian workers' adviser, the meetings of the third commission. Mr. Moore was honoured with the vice-chairmanship of the commission on weekly rest.

Mr. Gerald H. Brown, Canadian Government delegate, was elected as one of the Government representatives on the Committee of Selection of the Conference which acted as a committee on general purposes throughout the Conference sessions. This committee was also entrusted with the examination of the first item of the agenda, namely, proposals for the reform of the Governing Body of the International Labour Office, and gave consideration as well to suggestions for certain changes in the standing orders.

The Honourable Viscount Burnham, of London, England, was elected by the Conference as its President. The President presided over all the meetings of the Conference with conspicuous tact and ability and was ably supported by M. Albert Thomas, Director of the International Labour Office, who acted as the Secretary-General of the Conference, and by Mr. H. B. Butler, Deputy-Director of the International Labour Office, who acted as Deputy Secretary-General. Three Vice-Presidents were also elected as follows: Mr. Cincinato Da Silva Braga, Government Delegate, Brazil; Mr. J. S. Edstrom, Employers' Delegate, Sweden; and M. Léon Jouhaux, Workers' Delegate, France.

COUNTRIES REPRESENTED

Thirty-nine countries in all were represented at the third session of the International Labour Conference, namely: Albania, Australia, Austria, Belgium, Bolivia, Brazil, Bulgaria, Canada, Chile, China, Colombia, Cuba, Denmark, Spain, Estonia, Finland, France, Germany, Great Britain, Greece, Guatemala, India, Italy, Japan, Latvia, Luxemburg, Norway, Netherlands, Poland, Portugal, Roumania, the Serb, Croat and Slovene State, Siam, South Africa, Sweden, Switzerland, Czecho-Slovakia, Uruguay and Venezuela. Of those present at the Conference sixty-eight were delegates appointed on behalf of the Governments, twenty-five delegates appointed on behalf of the employers and twenty-five delegates appointed on behalf of the workers. In addition to the delegates there were two hundred and thirty-four advisers in attendance, of whom ninety-six were advisers to the Government delegates, sixty-seven advisers to employers' delegates and seventy-one advisers to workers' delegates.

AGENDA OF CONFERENCE

The agenda of the conference was as follows:—

1. Reform of constitution of the Governing Body of the International Labour Office.

2. Adaptation to agricultural labour of the Washington decisions concerning the regulation of the hours of work.

3. Adaptation to agricultural labour of the Washington decisions concerning:—
 - (a) Measures for the prevention of or providing against unemployment;
 - (b) Protection of women and children.
4. Special measures for the protection of agricultural workers:—
 - (a) Technical agricultural education;
 - (b) Living-in conditions of agricultural workers;
 - (c) Guarantee of the rights of association and combination;
 - (d) Protection against accident, sickness, invalidity and old age.
5. Disinfection of wool infected with anthrax spores.
6. Prohibition of the use of white lead in painting.
7. The weekly rest day in industrial and commercial employment.
8. (a) The prohibition of the employment of any person under the age of 18 years as trimmer or stoker.
- (b) Compulsory medical examination of all children employed on board ship.

LIST OF DRAFT CONVENTIONS AND RECOMMENDATIONS

Consideration by the commissions and afterwards by the general conference resulted in the adoption of seven draft conventions and eight recommendations as follows:—

Conventions—

- (1) Minimum age of trimmers and stokers in ships.
- (2) Medical inspection of children and young persons in ships.
- (3) Use of white lead in painting.
- (4) Right of association of agricultural workers.
- (5) Workmen's compensation for agricultural workers.
- (6) Employment of children in agriculture.
- (7) Weekly rest in industrial undertakings.

Recommendations—

- (1) Technical education for agricultural workers.
- (2) Unemployment among agricultural workers.
- (3) Social insurance for agricultural workers.
- (4) Night work of children in agriculture.
- (5) Night work of women in agriculture.
- (6) Maternity among agricultural workers.
- (7) Living-in conditions of agricultural workers.
- (8) Weekly rest in commercial establishments.

EMPLOYMENT ON BOARD SHIP

The draft convention relating to the employment of trimmers and stokers fixes the minimum age of these workers at eighteen on all steam-propelled ships except war or training ships, unless no persons over eighteen years of age are available, in which case young persons of sixteen years of age or over, if found physically fit after medical examination, may be employed as trimmers or stokers on vessels engaged in the coastal trade of India or Japan. Two such young persons are to be regarded as the equivalent of one man.

Another draft convention establishes compulsory medical examination for any young person under eighteen years of age who is employed on any vessel, except a war vessel or one on which only members of the same family are employed.

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USE OF WHITE LEAD IN PAINTING

The draft convention on the use of white lead in painting provides that the use of white lead in the internal painting of buildings shall be prohibited after six years, except in the case of railway stations and industrial establishments, if its use in such buildings is considered necessary by the competent authority after consultation with the employers' and workers' organizations concerned. Artistic painting is also excluded from the prohibition. The employment of boys under eighteen years of age and of all women and girls in any painting work of an industrial character involving the use of white lead is prohibited, but special arrangements may be made with regard to apprentices. Other clauses in the draft convention provide for the regulation of the use of white lead in painting and for the notification of all cases of lead poisoning.

WEEKLY DAY OF REST IN INDUSTRIAL AND COMMERCIAL ESTABLISHMENTS

A draft convention was adopted providing for a rest period of at least twenty-four consecutive hours in each week for all workers in industry, subject to exceptions to be made by the Government after consultation with the organizations of employers and workers concerned and to be reported to the International Labour Office. Where the rest periods are suspended or reduced, compensatory rest is to be provided for as far as possible.

A recommendation was made that similar provision be made for employees of commercial establishments.

AGRICULTURAL WORKERS

The conference adopted draft conventions establishing for all agricultural wage-earners the same rights of association and combination as are enjoyed by industrial workers, and extending to them the benefit of laws and regulations which provide compensation for personal injury by accidents arising out of or in course of their employment.

A third draft convention relating to agricultural workers prohibits the employment in agriculture of children under fourteen years of age during compulsory school hours. An exception is made in the case of children in technical schools under public supervision.

A recommendation was adopted for the prevention of unemployment among agricultural workers by taking steps to bring more land into cultivation, by making temporary work available by the provision of transport facilities, by encouraging agricultural, co-operative and credit societies, by improved methods of agriculture, and by developing industries and supplementary forms of employment which would provide employment during the slack season.

It was also recommended that each state should endeavour to develop agricultural education and make such instruction available to the wage-earners in agriculture.

That laws and regulations establishing systems of insurance against sickness, invalidity, old age and similar social risks should be extended to cover agricultural workers on the same terms as those prevailing in the case of commercial and industrial workers, is another recommendation.

Two recommendations were passed regarding night work in agriculture; for the granting to children under fourteen years of age of rest during the night of not less than ten consecutive hours, and to women and young persons between fourteen and eighteen years of rest during the night of not less than nine hours. In the case of women, the hours for rest should be, if possible, consecutive; in the case of young persons, they must be consecutive.

It was further recommended that the draft convention adopted at the Washington Conference with regard to the employment of women in industrial and commercial undertakings, before and after childbirth, should be applied in the case of women employed in agriculture, and should include the right to a period of absence from work and to a grant of benefit provided either out of public funds or by means of a system of insurance.

A final recommendation relating to agricultural wage-earners was for the provision for the moral and hygienic regulation of the living conditions of these workers when living with or without their families in buildings placed at their disposal by the employer.

Looking somewhat beyond the end of the fiscal year it may be noted that an Order in Council was adopted on June 27, 1922, dealing with the questions of legislative jurisdiction involved in the draft conventions and recommendations of the third International Labour Conference. The text of this Order in Council was printed in the July, 1922, issue of the *Labour Gazette*.

THE GOVERNING BODY

Five meetings of the Governing Body of the International Labour Office were held during the past fiscal year on April 12-14, 1921, at Geneva; July 5-7, at Stockholm, Sweden; October 19-21, 1921, at Geneva; November 11-18, 1921, at Geneva; and January 17-19, 1922, at Geneva. The Governing Body is composed of twenty-four members, of whom twelve are government representatives, six employers' representatives, and six workers' representatives. Of the twelve government seats, one is held by the Government of Canada. The Honourable G. D. Robertson, then Minister of Labour, was appointed a member of the Governing Body in October, 1919, and remained a member until the change of administration in Canada in December, 1921, when the Honourable James Murdock, who succeeded to the portfolio of Labour, was appointed. Mr. W. L. Griffith, Secretary of the High Commissioner for Canada in London, acted as substitute for Honourable G. D. Robertson at the meeting of the Governing Body in April, 1921. Mr. F. A. Acland, Deputy Minister of Labour, attended the meeting in Stockholm in July. Mr. Gerald H. Brown, Assistant Deputy Minister of Labour, attended the meetings at Geneva in October and November respectively. Colonel David Carnegie, Honourary Correspondent of the Department of Labour in London, and Canadian Delegate on the Temporary Mixed Commission for the Reduction of Armaments of the League of Nations, who was resident in Canada throughout the period of the war, represented the Minister of Labour at the meeting in Geneva in January. At the first session of the International Labour Conference in Washington in 1919 Mr. P. M. Draper, Secretary-Treasurer of the Trades and Labour Congress of Canada, was elected as one of the six workers' representatives on the Governing Body. The Department is informed that Mr. Draper, being unable to attend any of the sessions of the Governing Body during the past year, was represented at the meeting in Stockholm in July by Mr. GrosPierre, a French labour leader, as substitute, while Mr. Tom Moore, President of the Trades and Labour Congress of Canada, acted as substitute at the October and November meetings of the Governing Body; Mr. Schurch, a Swiss labour leader, substituted for Mr. Draper at the January meeting.

The duties arising out of the relations of Canada with the International Labour Organization have naturally fallen in large measure on the Department of Labour, and have entailed much correspondence not only with the International Labour Office, but also with other departments of the Dominion Government, with the provinces and with employers' and workers' organizations in relation to matters connected with the work of the International Labour Conference. Replies have also been prepared in the Department of Labour to various questionnaires which were circulated on the

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various items of agenda of the 1921 conference. The performance of these duties has necessarily entailed a close study on the part of certain officers of the various technical questions which have figured on the various agenda or in the questionnaires received from the International Labour Office.

A bulletin entitled "Canada and the International Labour Conference" was issued by the Department of Labour in February, 1922, for the purpose of furnishing information in reference to the International Labour Organization and the subjects which have received attention at the hands of this body to date.

ACTION TAKEN IN VARIOUS COUNTRIES

Following is a summary statement of the action taken in various countries to date on the draft conventions and recommendations of the International Labour Body:—

Number of ratifications of the draft conventions registered by the Secretary-General of the League of Nations.. . . .	39
Number of countries which have notified their adherence to the Berne Convention on the Prohibition of the use of White Phosphorus in the manufacture of matches since the Washington Conference..	10
Number of cases in which ratification of draft conventions has been authorized by the competent authority but has not yet been communicated	26
Number of cases in which ratification has been rendered to the competent authority by the government but approval has not yet been signified.	82

In addition to the foregoing, sixty-one measures have been adopted by various legislative or administrative authorities, giving effect partially or wholly to the provisions of the draft conventions or recommendations.

The number of legislative measures intended to give effect partially or wholly to the provisions of the draft conventions and recommendations which have been proposed but not yet adopted in various countries is sixty-six.

X. UNEMPLOYMENT RELIEF MEASURES

It will be recalled that the policy of the Federal Government during the winter of 1920-21 with regard to unemployment matters provided that the Federal Government would reimburse any municipality to the extent of one-third of the amount expended by the municipal authorities for unemployment relief, the federal expenditures in this way totalling \$343,336.55. The federal regulations on the subject were administered under the authority of the Minister of Labour. The Order in Council governing federal procedure had been based on the theory of equal participation by federal and provincial authorities in the measure of relief afforded the municipalities; but payment of the federal grant was not made conditional on acceptance by the province of an equal responsibility. In several provinces the Provincial Government took no action in the matter and in these cases, when municipalities claimed the federal grant and other conditions had been met, the federal grant was allowed.

In the fall of 1921 the Minister of Labour caused extended investigations to be made regarding the unemployment situation. Officers of the department visited all provinces except Prince Edward Island, including in their itinerary fifty-one points of industrial importance, and interviewing at the places visited such representative individuals as mayors, presidents of boards of trade, presidents of trade councils, and others who might be able to furnish information which would make the survey as complete as possible. The federal policy with regard to unemployment matters for the winter of 1921-22 was announced by Order in Council dated October 7, 1921, and known as P. C. 3831. In this regulation important departures were made from the lines followed by the federal authorities during the winter of 1920-21. The principle that unemployment relief was primarily a municipal responsibility and in the second instance the responsibility of the province was maintained, but the sphere of federal co-operation was enlarged, being extended to works undertaken by municipalities during winter specially for the purpose of relieving unemployment; also payment of the federal grant was made strictly conditional on acceptance by the provinces of the responsibilities assigned to them in the governing order. The text of P. C. 3831, October 7, 1921, is as follows:—

P. C. 3831.

CERTIFIED COPY of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 7th October, 1921.

The Committee of the Privy Council have had before them a report, dated 5th October, 1921, from the Minister of Labour, submitting that the problem of unemployment, and means best calculated to relieve it, has been receiving constant study and attention since about December, 1920. On December 14, 1920, a federal relief policy was announced, the object of which was to aid responsible municipal authorities to fairly meet existing needs and prevent suffering to any citizen willing to work but unable to obtain employment. It provided for payment by the Federal Government to any municipality of one-third of the amount disbursed by the municipal authorities for unemployment relief, together with a proposal that Provincial Governments join in on an equal basis. The Federal Government's disbursements for this purpose since January, 1921, have been over \$600,000. Many gratifying expressions of appreciation have been received, in most cases accompanied by the suggestion that employment should be provided instead of paying unemployment doles. Since

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July 13 the Department of Labour has been in communication with Provincial Governments, mayors of municipalities and others as to improved methods of dealing with the situation next winter.

It was suggested to the Provincial Governments that, inasmuch as the extent of unemployment, as well as possible remedies, varied in different provinces, a provincial survey by conference or otherwise might be made by each Provincial Government, after which a conference of provincial representatives might meet with the Federal Government to discuss the problem and devise some general plan of assistance to the municipalities, upon whom the duty and responsibility of dealing with relief primarily rests.

Three Provincial Governments only have thus far signified concurrence in the suggestion for a central conference of provincial representatives, two of which desire the representation to extend to organizations other than governmental.

Inasmuch as a federal conference with wide basis of representation would be both cumbersome and expensive, of doubtful value, and, thus far, only approved of by three of the Provincial Governments, and, further, because of the necessity of early decision and action, if useful service is to be rendered, the Minister recommends that the following federal policy of basic principles on unemployment be approved:—

1. Unemployment relief always has been, and must necessarily continue to be, primarily a municipal responsibility, and in the second instance the responsibility of the province.
2. That because of the present situation being due to causes beyond the power of local, or even national control, Provincial and Federal Governments should co-operate with municipal authorities in,—

(a) helping to create and provide employment;

(b) where employment cannot be furnished to workmen who are willing to work, to aid in providing food and shelter for themselves and dependents until the present emergency period is past.

3. That federal funds used for unemployment relief or for relief work must be disbursed only through responsible municipal authorities, who in each case shall bear at least one-third of the total or extra cost.

The minister further recommends that the Federal Government agree to participate in the cost of work provided by municipalities to relieve unemployment on the following basis:—

(a) Municipality to bear the normal cost, that is to say, the cost of carrying on the said work in the normal working season.

(b) Estimate of normal cost to be approved by Federal Government's engineers in the Department of Public Works.

(c) That Municipal, Provincial and Federal Governments bear equally and jointly the actual cost over the estimated normal cost, thereby encouraging the creation of employment where possible.

(d) That where work cannot be provided, the Federal Government continue to refund one-third of the disbursements actually made by a municipality for unemployment relief, conditional upon the provinces participating on an equal basis.

The committee concur in the foregoing recommendations and submit the same for approval.

(Sgd.) RODOLPHE BOUDREAU,

Clerk of the Privy Council.

It should be noted with regard to the reference in the text of P.C. 3831 to federal disbursements to the extent of "over \$600,000," that the statement in question had regard to disbursements which extended beyond the close of the fiscal year. The federal expenditures within the fiscal year 1920-21 were, as above stated, \$343,336.55.

NEW REGULATIONS IN 1922

By a further Order in Council of January 25, 1922, P.C. 191, new regulations were made extending at some points the measure of federal assistance to the municipalities. In the case of public works undertaken for the relief of unemployment the Federal Government undertook, under P.C. 191, to bear one-half of the excess cost over normal, providing that the Provincial Government assumed responsibility for one-third of such excess cost, thus leaving the municipality to bear the normal cost plus one-sixth of the excess cost. The Government continued assistance to municipalities which had made expenditures on account of unemployment relief in cases where work could not be provided, refunding to the municipality one-third of the disbursements made, the federal assistance being conditional upon the participation on an equal basis by the provinces concerned. In addition, it will be noted, P.C. 191 provided that in districts that had not set up some form of municipal government the federal authorities would reimburse the Provincial Governments concerned to the extent of one-half of the disbursements made by the Provincial Government for relief and relief administration; also that in the case of returned soldiers the Federal Government would reimburse the municipal authorities to the extent of one-half of the expenditures made on account of unemployment relief, conditional on the balance being contributed in equal parts by the province and municipality concerned.

The text of the Order in Council of January 25 is as follows:—

P.C. 191

CERTIFIED COPY of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 25th day of January, 1922.

The Committee of the Privy Council have had before them a report, dated 25th January, 1922, from the Prime Minister, submitting the following observations with reference to the Order in Council of 7th October, 1921 (P.C. 3831) respecting unemployment relief.

1. The present administration, assuming office at the close of the year 1921, finds that a condition of unemployment beginning in the late months of 1920 and continuing throughout the year 1921 does not promise any material abatement during the early winter months of 1922.

2. Consideration has been given to the means which would seem best adapted to the relief of the distress resulting from severe unemployment conditions, and the provisions to this end of P.C. 3831 have been carefully noted.

3. The minister concurs in the view that the question of unemployment relief is fundamentally a municipal and provincial responsibility; that the abnormal economic and industrial conditions now existing and arising in a measure out of the late war alone afford justification for action on the part of the federal authorities; that federal action must therefore supplement municipal and provincial efforts, must be designed on lines permitting close and effective co-operation with and supervision by municipal and provincial authorities, and must be proportioned by the efforts of those authorities.

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4. That municipal undertakings in the nature of public works are important factors in meeting unemployment conditions, but such undertakings cannot be proceeded with during the winter months save at a considerably increased cost, which is in many cases beyond the financial resources of the municipalities.

5. That, having these various points in mind, it is desirable that Federal employment assistance and unemployment relief should be granted on the following basis:—

(a) In the case of public works undertaken by a municipality during the winter months and specially with a view to the relief of unemployment in the district, the municipality will bear the normal cost and the Federal Government will bear one-half of the extra cost incurred by the prosecution of the work during the winter season, the estimate of the normal cost to be approved by officers of the Federal Department of Public Works; the federal grant to be conditional on the province assuming responsibility for one-third of such excess expenditure.

(b) That where work cannot be provided, the Federal Government will refund to a municipality one-third of the disbursements made on account of unemployment relief, disbursed to others than those specified in paragraph (d) following and conditional on the participation on an equal basis by the province concerned.

(c) That where in certain provinces there are unorganized districts without municipal government in which unemployment or distress exists and the Provincial Government finds it necessary to administer a system of unemployment or distress relief, the Federal Government will reimburse the Provincial Government concerned to the extent of one-half of such disbursements for relief and for the administration of the unemployment or distress relief policy in the district.

(d) That in the case of unemployed former members of the Canadian or British forces, now in Canada, discharged as physically fit or not entitled to assistance by the Department of Soldiers' Civil Re-establishment, the Federal Government will reimburse the municipal authorities to the extent of one-half the disbursements made for unemployment relief, the remaining quota to be contributed in equal parts by the province and municipality respectively.

6. It is to be noted that these regulations do not seek to meet the case of disabled members of the Canadian overseas forces and other classes of returned soldiers which fall within the jurisdiction of regulations administered by the Department of Soldiers' Civil Re-establishment; or of persons (where such exist) whose necessities do not clearly arise from inability to secure employment and with whose necessities the municipal authorities have been accustomed to deal.

7. It is the expectation of the federal authorities that the provisions herein will be interpreted broadly and generously by the municipalities and the provinces so that no resident of Canada willing and able to work and unable to secure employment shall lack food, clothing or shelter for himself or herself and dependents.

8. These provisions to continue in effect until the close of the present fiscal year.

The committee concur in the foregoing observations and recommendations and submit the same for approval accordingly.

(Sgd.) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

ADDITIONAL REGULATIONS:

The provisions of P.C. 191 were intended in the first instance to continue in effect until the end of the fiscal year, March 31, 1922, but, by reason of representations received by the Government from provincial and municipal authorities, the time limit was extended to April 16, 1922, in the case of municipal public works and relief in unorganized districts, and to April 30, 1922, in the case of disbursements made for unemployment relief where work could not be provided, and as to returned soldiers. In view of exceptional conditions reported from the province of Manitoba, and of requests received from the authorities of the municipal and Provincial Governments of that province, the provisions of the Order in Council were extended in the case of Manitoba, beyond April 30; whilst in the case of Halifax, N.S., special provision was made under P.C. 78/472, March 8, 1922, whereby in the case of unemployed former members of the Canadian or British forces now in Canada, discharged as physically fit or not entitled to assistance by the Department of Soldiers' Civil Re-establishment, the Federal Government would reimburse the municipal authorities of the city of Halifax to the extent of one-half of the disbursements made by the municipality for unemployment relief, irrespective of any assistance granted by the Provincial Government.

Under an Order in Council, P.C. 2508, of February 4, 1922, particular attention was given to the degree of distress arising out of unemployment among returned soldiers in the city of Montreal, and the sum of \$7,868.87 was disbursed in connection with relief to returned soldiers, in addition to \$24,972.60 which was paid in connection with general unemployment relief in the municipality of Montreal.

The policy of the Federal Government was designed only to meet the emergency conditions of the winter of 1921-22, but looking somewhat beyond the close of the fiscal year it may be stated that, in response to requests received from provincial and other authorities, it was announced by the Minister of Labour that the Federal Government would convene a conference of representatives of the Federal and Provincial Governments for the consideration of the problem of unemployment with a view to the determination, if possible, of lines of co-operation between federal and local authorities in the event of necessity for the same arising, also as to certain aspects of other industrial and social questions involving inter-discussion as between federal and provincial authorities.

The disbursements during the year 1921-22 on account of unemployment were \$500,000, a portion of which, approximately \$260,000, represented delayed accounts from 1920-21, and approximately \$240,000 was paid out on various unemployment accounts. Federal liabilities for the greater portion of the winter of 1921-22 did not become known until some time after the fiscal year had closed. The liabilities not covered within the fiscal year may be placed approximately at \$800,000, about equally divided between direct relief and assistance on public works. The following statement shows the payments falling within the fiscal year:—

UNEMPLOYMENT RELIEF, FISCAL YEAR 1921-22

SUMMARIZED STATEMENT of expenditure under Unemployment Relief, by Provinces, during the fiscal year 1921-22.

Province of Nova Scotia	1,954 71
“ Quebec	32,841 47
“ Ontario	162,391 73
“ Manitoba	99,834 90
“ Saskatchewan	45,251 01
“ Alberta	52,228 45
“ British Columbia	103,818 91
	<hr/>
Administrative expenses	\$498,321 18
	1,678 82
Total expenditure	<hr/> \$500,000 00

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DETAILED STATEMENT showing payments to municipalities, and unorganized districts, on account of disbursements for unemployment relief, during the fiscal year 1921-22.

PROVINCE OF NOVA SCOTIA

Municipality of Amherst	1,954 71	Totals by Provinces
		1,954 71

PROVINCE OF QUEBEC

Municipality of Montreal...	24,972 60	
Montreal Ex-Fighting Men's Association	7,868 87	
		32,841 47

PROVINCE OF ONTARIO

Municipality of Brantford	1,554 34	
" Etobicoke	166 42	
" Hamilton	50,871 85	
" Owen Sound.. . . .	80 39	
" Oshawa	6 34	
" Peterborough	331 51	
" Port Arthur.. . . .	247 90	
" Stratford	662 45	
" Scarborough	10 72	
" St. Catharines	156 04	
" Toronto.. . . .	108,232 93	
" Windsor	19 17	
" York	51 67	
		162,391 73

PROVINCE OF MANITOBA

Municipality of Brandon	768 29	
" Brooklands	785 35	
" Kildonan	683 45	
" Rosser	372 58	
" St. Boniface	1,887 29	
" St. James	536 35	
" West Kildonan	1,086 16	
" Winnipeg	93,342 40	
Province of Manitoba	373 03	
		99,834 90

PROVINCE OF SASKATCHEWAN

Municipality of Moose Jaw	10,177 06	
" Regina	23,421 03	
" Saskatoon	9,650 89	
" Swift Current	576 62	
" Weyburn	439 77	
" Yorkton	371 95	
Province of Saskatchewan	613 69	
		45,251 01

PROVINCE OF ALBERTA

Municipality of Calgary	27,787 61	
" Edmonton	10,393 64	
Unorganized District of Elcan	349 50	
" Bellevue	284 50	
Municipality of Coalhurst	11 85	
Unorganized District of Diamond City	136 50	
Municipality of Drumheller	695 29	
" Hanna	21 10	
" Hillcrest	36 50	
" Lethbridge	8,716 73	
Unorganized District of Johnson's Addition	373 00	
Municipality of Macleod	246 97	
" Medicine Hat	1,663 93	
" Redcliff	90 00	
" Taber	1,421 33	
		52,228 45

DETAILED STATEMENT showing payments to municipalities, and unorganized districts, on account of disbursements for unemployment relief, during the fiscal year 1921-22—*Concluded*.

PROVINCE OF BRITISH COLUMBIA

Municipality of Burnaby	491 28
" Esquimalt	158 90
" Kamloops	589 35
" New Westminster	1,929 81
" North Vancouver	275 97
" Oak Bay	165 30
" Prince Rupert	2,472 27
" Rossland	5 33
" South Vancouver	22,560 45
" Saanich	149 66
" Vancouver	72,470 57
" Victoria	2,550 02
	<hr/>
	103,818 91

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REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

Fiscal Year ending March 31, 1923

PRINTED BY ORDER OF PARLIAMENT



OTTAWA
F. A. ACLAND
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1923

[No. 26—1924]—Price, 10 cents.

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1923

*To General His Excellency the Right Honourable Lord Byng of Vimy, G.C.B.,
G.C.M.G., M.V.O., Governor General and Commander in Chief of the
Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1923, all of which is respectfully submitted.

JAMES MURDOCK,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1923

To the Hon. JAMES MURDOCK,
Minister of Labour.

SIR,—The fiscal year regarded industrially showed a substantial improvement over the period 1921-22. General increased industrial activity practically ended abnormal unemployment and federal assistance was regarded as necessary only in the case of unemployed and distressed ex-service men in a few centres. Prices, which had been in continuous though not rapid decline from July, 1920, continued to fall until June, when a slight reaction set in, and the year closed with prices slightly higher than at its opening. Calculated on the basis adopted by the department for measurement of price fluctuations, the price level in March, 1923, was 55 per cent higher than that of 1913, the period now usually selected as representing normal conditions. Wages showed about a similar tendency, and at the close of the fiscal period 1922-23 appeared to be likely shortly to stiffen.

GOVERNMENT ANNUITIES ACT

The year was marked by the addition to the responsibilities of the Department of Labour of the administration of the Government Annuities Act, and special effort was, under the direction of the minister, made during the year by officers of that branch to extend the operations of the legislation in question, the agency of publicity being used for this purpose more extensively than for several years previously. A full statement of operations for the year will be found in the present report. It will be noted that the moneys received during the fiscal year for the purchase of annuities reached the large figure of \$1,028,353.07, considerably more than that of any preceding year.

RECORD AS TO INDUSTRIAL DISPUTES

The record for the year with regard to industrial disputes is not good, speaking statistically, though with one or two exceptions the strikes recorded brought little inconvenience to the public. As is understood by readers of these reports, the statistical information given as to strikes is for the calendar year and not for the fiscal period, this system permitting freer comparison with statistics furnished by other countries, which are usually on the basis of the calendar year. The actual number of disputes for the calendar year 1922 was greatly less than that of the preceding calendar year, being 85 for 1922, as

against 145 for 1921, but the number of workers involved in 1922 was considerably larger than the number concerned in 1921, the figures being for 1922, 41,050, as compared with 22,930 during 1921. The time losses arising from strikes counted by working days reached for the year 1922 the high figure of 1,975,276, being slightly over twice those of the previous calendar year, when the figures stood at 956,461. Whilst these figures as to time losses represent the third highest in the period of twenty-three years for which departmental figures exist, it should not be overlooked that approximately fifty per cent of the time losses are charged against the single strike, that of coal miners, in southern Alberta and southeastern British Columbia, the area commonly known as District 18, the official district, i.e., of the international mine workers' trades union, the United Mine Workers of America, the strike in question beginning on April 1 and continuing for about five months. The occurrence of a second strike in the same industry, representing a three weeks' struggle in the month of August on the part of 15,000 coal miners in the mines of Nova Scotia, further swelled the total. Other strikes during the year were scattered over many industries and localities and present no feature for special comment.

INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The provisions of the Industrial Disputes Investigation Act came into play in 45 cases. Twenty-seven boards were established. Strikes occurred in two cases only where boards were established, both the disputes involved being in the coal mining industry, those, namely, in Western Canada and Eastern Canada as mentioned above. In a third case, where the coal mining district around Edmonton was affected, a strike was apparently commenced without regard to the provisions of the Industrial Disputes Investigation Act; later an application was received from the mayor of the municipality, but, the mayor being apparently unwilling to recommend persons for appointment to the board as on behalf of the operators and miners and those parties being unwilling on their own part to make recommendation, it was not clear that any advantage would result from further action on the application, and the application was in any case ultimately withdrawn.

The statute was during the year subjected to a severe test in connection with questions arising out of the interpretation of section 57. Several boards had been established to deal with disputes as between various railways and their shop craft employees. The railways sought to effect a reduction in wages and, the dispute arising in the case of the principal railways being before a Conciliation Board, the employees maintained that section 57 operated to prevent a change in wages or hours until the board had rendered its decision. The Minister of Labour upheld the view of the employees as to the bearing of section 57. A ruling of the Department of Justice supported this position, and the railways, though under protest, ultimately consented to leave the wage rates unchanged pending the inquiry before the board. The correspondence on the subject is printed in a chapter of the present report devoted to the operations of the Industrial Disputes Investigation Act.

Partly because of the point which had been in dispute as to the interpretation of section 57, it was decided by the minister that amendments to the statute, with a view to clarifying this section and to conveying more clearly the apparent intent of the law in some other respects, should be submitted to Parliament. A Bill was accordingly introduced into the House of Commons, and with little discussion passed the House unanimously. In the Senate a serious opposition arose and resulted in amendments to the Bill which could not be accepted. After an interchange of communications between the two

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Chambers, no solution of the deadlock having been found, the Bill was dropped. Although these proceedings in Parliament occurred chiefly after the close of the fiscal year, the matter is regarded as of sufficient importance to justify a statement on the subject being attached to the chapter on the operations of the statute included in the present report.

OTHER BRANCHES OF WORK

Other branches of the work of the department proceeded during the year without important development.

With regard to the administration of the Employment Offices Co-ordination Act, it may be remarked that there were at the close of the year 78 local employment offices; the number of vacancies reported during the year was 489,816, and the total number of placements was 412,527. A full statement of operations for the year appears in the present report.

Disbursements under the Technical Education Act to the various provinces of the Dominion amounted during the fiscal year to \$648,227.03, distributed as follows: British Columbia, \$34,932.38; Alberta, \$71,019.91; Saskatchewan, \$18,263.84; Manitoba, \$25,121.14; Ontario, \$314,206.97; Quebec, \$128,182.27; New Brunswick, \$17,476.06; Nova Scotia, \$33,166; Prince Edward Island, \$5,858.46. A full statement of operations for the year appears herewith.

The *Labour Gazette* was published regularly in English and French, the annual report on Labour Legislation in Canada covering the calendar year 1922 was issued in April, and the annual report on Labour Organization in Canada for the preceding calendar year was issued in May. Various wages and other bulletins were issued during the year.

The Government delegates to the fourth session of the International Labour Conference held in October in Geneva, Switzerland, were the Honourable James Murdock, Minister of Labour, and the Honourable Ernest Lapointe, Minister of Marine and Fisheries; Mr. Lapointe had been, it may be noted, previously in attendance at Geneva as one of the Government delegates to the Assembly of the League of Nations. Messrs. Murdock and Lapointe took an active part in the proceedings of the International Labour Conference.

Five meetings of the Governing Body of the International Labour Office were held during the year. Colonel David Carnegie acted as substitute for the Minister of Labour at the meetings held in April and July. The Minister attended in person the meeting held immediately prior to and the two meetings held during the session of the International Labour Conference.

I have the honour to be, sir,

Your obedient servant,

F. A. ACLAND,

*Deputy Minister of Labour and Registrar of Boards
of Conciliation and Investigation.*

DEPARTMENT OF LABOUR, OTTAWA.

I.—INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

SIXTEENTH ANNUAL REPORT OF PROCEEDINGS, BEING FOR THE FISCAL YEAR ENDING MARCH 31, 1923

INTRODUCTORY NOTE

There were 27 Boards of Conciliation and Investigation established under the provisions of the Industrial Disputes Investigation Act during the year as against 45 applications. In two cases there were strikes in spite of efforts of the boards to adjust the disputes referred. In both cases the industry concerned was that of coal mining and the strikes were in the widely separated coal fields of (1) District 18 of the United Mine Workers of America, embracing coal mines in the southeastern corner of British Columbia and southern Alberta, where the miners were out for a period of about five months beginning on April 1, and (2) District 26 of the United Mine Workers of America, embracing the principal coal mining districts in Nova Scotia, where the miners were out for three weeks during August.

The strike in Western Canada followed immediately on the termination of a working agreement expiring on March 31, 1922. Though not ostensibly a part of the strike declared by the United Mine Workers of America in the bituminous mines of the United States and effective from the same date, namely, April 1, 1922, and under similar circumstances with regard to the termination of the working agreement that had prevailed down to that date, there is little reason to doubt that the two struggles were from the commencement closely related to each other. This became clearer as the strike in Alberta proceeded, and, when in August the struggle in the United States approached its close, the conditions of settlement in Alberta were made more or less dependent on those which had prevailed in the settlement in the United States. In these circumstances the efforts of a Board of Conciliation were almost predestined to failure. The department had done its best to secure the establishment of a Board prior to the termination of the agreement, so that the inquiry might proceed immediately in the event of no agreement being effected and no cessation of work occurring, but neither operators nor workmen assisted to this end; the Board's findings, when delivered, proved unacceptable to either party. The work of the Board was, however, by no means without value, since much important information was elicited during the inquiry and the findings did much to facilitate the subsequent negotiations which brought a settlement. The strike, though prolonged, was not the occasion of serious public inconvenience. The coal mining industry in District 18 and vicinity had been at some points overdeveloped, and it became generally understood that, had there been no strike in the locality during the summer of 1922, many of the operators would have found it necessary to shut down. Many of the miners found work on farms throughout the summer and others were engaged in clearing land, in some cases, it is said, for coal companies whose properties were closed.

The coal mining strike in Nova Scotia was the outcome of a prolonged period of friction between the British Empire Steel Corporation and its employees in the coal mining industry. The friction had apparently reached almost the breaking point at the close of the year 1921, when the then working agreement

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came to a termination and the company imposed a wage reduction which would have averaged twenty-five per cent. The ensuing dispute was referred to a Board of Conciliation and a compromise was effected which permitted a continuance of work for the time being, so that the Nova Scotia coal mines were in fact operating during by far the greater part of the period of the great coal strike in the United States and that in District 18 in Western Canada. The differences between the company and the miners were much discussed in the press, and a day was given in Parliament to debate the subject. It being claimed that the Board of Conciliation which had investigated the dispute in January, 1922, had not gone sufficiently into some aspects of the situation, a second board was constituted and made a further investigation and report. The second board did not succeed in effecting a working agreement, and eventually the miners declared a strike, which occupied three weeks of the month of August. The struggle was ended by an agreement which fixed a wage rate of approximately 15 per cent below the wage level of 1921, a reduction considerably less severe than had been, as above indicated, originally proposed by the company. The working agreement was made effective until January 14, 1924.

A third important coal mining strike occurred during the year in the Edmonton district. In this case neither operators nor workmen had submitted any application for a Board of Conciliation and Investigation, but, when the strike had been for some time in progress, the Mayor of Edmonton applied for a board as on behalf of the municipality of Edmonton. Since, however, the mayor did not submit names of persons for appointment to the board on behalf of operators or workmen, and neither operators nor workmen showed a willingness to participate in the procedure, and there was no evidence that the strike was causing any serious inconvenience to the public, it did not appear that the establishment of a board under such conditions would bring any public benefit; while, however, the application was still receiving consideration, it was withdrawn, the strike itself gradually dissolving.

In some other respects proceedings under the statute were marked during the year by unusual developments. The various railways of the country decided to effect if possible a wage reduction in the case of their shop craft employees, the cut to be effective in the majority of cases as from July 16, 1922. The representatives of the employees secured Boards of Conciliation. Four boards were established: (1) including Canadian National Railways, Canadian Pacific Railway, Grand Trunk Railway, and other lines, members of the Railway Association of Canada; (2) three separate boards dealing with three international railways or sections of railways, namely (a) Michigan Central Railroad, (b) Pere Marquette Railway, and (c) New York Central Railroad. An important question arose shortly as to the interpretation to be placed upon section 57 of the Industrial Disputes Investigation Act. The railroad companies proposed to make the wage-cut effective without regard to the fact that the dispute arising was before a Board of Conciliation. The employees claimed that the effect of section 57 was to prevent any change as to wages or conditions until the dispute arising had been passed upon by the Conciliation Board. The Minister of Labour supported the contention of the workmen. The matter was referred to the Department of Justice, which upheld the view maintained by the minister and the representatives of the workers. Finally, in a communication addressed to the Prime Minister, the leading railways undertook to abide by the ruling of the Department of Justice, and conditions as to wages and hours remained unchanged until the different boards had made their findings, the railroads, however, protesting that they did not admit the interpretation which had been given by the Department of Justice to section 57; other

railways concerned followed the same procedure. A great strike in the machine shops of the principal railways of the United States prevailed for many months, and a similar strike was no doubt but narrowly averted in Canada, the matters in dispute being practically identical. A statement of the situation, with texts of the more important communications involved, appears in the present chapter.

With a view chiefly to removing any ambiguity in the language of section 57 of the Industrial Disputes Investigation Act, the minister introduced an amending Bill in the House of Commons at the ensuing session of Parliament, the Bill including, however, clauses which aimed at clarifying the statute at other points, though in no case was any change suggested which would at all modify the essential principles of the Act. The Bill passed the House of Commons unanimously and with but little debate. In the Senate the measure was severely opposed, though it found support at every point from the Honourable Senator Robertson, the former Minister of Labour. The amendments of the Senate being unacceptable to the House of Commons and negotiations between the two Chambers failing to secure a solution, the Bill was dropped and the statute remained at the close of the session without amendments later than those of the year 1920. These parliamentary proceedings took place chiefly after the close of the fiscal year, but the matters involved are regarded as being of so great importance that a brief statement on the subject is included in the present chapter.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned from April 1, 1922, to March 31, 1923; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1923; (iii) showing by fiscal years, 1907-23, number of disputes dealt with; (iv) showing by calendar years, 1907-23, number of disputes dealt with, and (v) containing statistical summary of operations under the statute for the fiscal year ended March 31, 1923.

I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1922, TO MARCH 31, 1923

Industries affected	Number of applications for Boards received*	Number of Boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication and other public utilities—			
(1) Mines—			
Coal.....	4	2	3
(2) Transportation and communication—			
(a) Railways.....	18	13	0
(b) Street railways.....	5	2	0
(c) Shipping.....	2	2	0
(d) Telegraphs.....	2	2	0
(3) Miscellaneous—			
Light and power.....	3	3	0
II. Disputes not falling clearly within the direct scope of the Act—			
(1) Public utilities under provincial or municipal control—			
(a) Civic employees.....	6	3	0
(b) Railways.....	1	0	0
(2) Miscellaneous.....	4	0	0
Total.....	45	27	3

* Including six cases left over from preceding year, as stated below.

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The proceedings under the Act during the year include six cases in which certain proceedings had taken place during the preceding year, namely, disputes between (1) coal operators, members of Western Canada Coal Operators' Association, and certain of their employees, being members of District 18, United Mine Workers of America; (2) Algoma Eastern Railway Company, Sudbury, Ont., and various classes of its employees; (3) Dominion Power and Transmission Company, Hamilton, Ont., and its linemen, groundmen, etc.; (4) Dominion Power and Transmission Company and Hamilton Street Railway Company, respectively, and various classes of their employees; (5) Ottawa Electric Railway Company and certain of its employees, and (6) employers, members of Association of Canadian Building and Construction Industries, Ottawa Branch, and certain of their employees being hod-carriers.

On March 31, 1923, results were still pending in connection with six applications concerning disputes between (1) Canadian National Railways, Western Lines, and certain of its employees being members of the International Brotherhood of Steam Shovel and Dredge Men, District No. 6; (2) Canadian Pacific Railway Company, Western Lines, and certain of its employees being members of the International Brotherhood of Steam Shovel and Dredge Men, District No. 6; (3) Canadian National Railways, Western Lines, and its dining and sleeping car employees, members of the Canadian Brotherhood of Railroad Employees; (4) Brantford Municipal Railway Commission and certain of its employees being street railway workers, members of Local Division No. 685, Amalgamated Association of Street and Electric Railway Employees of America; (5) Corporation of the City of Prince Rupert and certain of its employees being members of Civic Employees' Union No. 20, Trades and Labour Congress of Canada, and (6) Winnipeg Electric Railway Company and certain of its employees being members of the Gas Workers' Union of Winnipeg (Independent).

II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO
MARCH 31, 1923

Industries affected	Number of applications for Boards received	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work—		
(1) Mines—		
(a) Coal.....	68	10
(b) Metal.....	19	5
(c) Asbestos.....	1	0
(2) Transportation and communication—		
(a) Railways.....	179	7
(b) Street railways.....	98	7
(c) Express.....	11	1
(d) Shipping.....	27	0
(e) Telegraphs.....	16	1
(f) Telephones.....	7	0
(3) Miscellaneous—		
(a) Light and power.....	20	3
(b) Elevators.....	1	0
(4) War work.....	30	1
II. Disputes not falling clearly within the direct scope of the Act—		
(1) Public utilities under provincial or municipal control.....	55	1
(2) Miscellaneous.....	65	1
Total.....	597	37

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The figures contained in the above table may be thought to show discrepancies as compared with those appearing in the yearly summary. A closer examination will, however, show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during the fiscal year. The figures of the yearly statement include, therefore, disputes carried over from the previous year and which are counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken of the number of applications received during the year and thus brought within the purview of the statute.

III. TABLE SHOWING BY FISCAL YEARS, 1907-1923, NUMBER OF DISPUTES DEALT WITH

—	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	Total
Number of applications	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	597
Number of Boards granted.....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	428
Number of disputes where strike not averted (or ended).. <td>1</td> <td>1</td> <td>4</td> <td>4</td> <td>4</td> <td>4</td> <td>0</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>2</td> <td>3</td> <td>6</td> <td>1</td> <td>3</td> <td>37</td>	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	3	37

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by fiscal years and yearly summaries of proceedings.)

IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1923, NUMBER OF DISPUTES DEALT WITH

—	1907* 9 mos	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923† 3 mos.	Total
Number of applications.....	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	5	597
Number of boards granted....	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	5	428
Number of disputes where strike not averted (or ended)	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	1	37

* The Act became law on March 22, 1907, so that the proceedings cover nine months only.

† To the end of the financial year, March 31.

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

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V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND PROCEEDINGS THEREUNDER FROM APRIL 1, 1922, TO MARCH 31, 1923

I—MINES, AGENCIES OF TRANSPORTATION AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister, under Section 8, Subsection 1, of the I.D.I. Act, on recommendation from the party concerned.
2. Appointed by the Minister, under Section 8, Subsection 2, of the I.D.I. Act, in the absence of a recommendation of the two members first appointed.
3. Appointed by the Minister, under Section 8, Subsection 3, of the I.D.I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 8, Subsection 4, of the I.D.I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING AND SMELTING INDUSTRY

COAL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Mar. 21, 1922	Coal operators, being members of Western Canada Coal Operators' Association, and certain of their employees, being members of District 18, United Mine Workers of America.	Employees....	Southern Alberta and south-eastern British Columbia.	9,000 dir. 3,000 indir.	Against reduction in wages and concerning working conditions.	W. E. Knowles, K.C. Chairman (c) 4; R. G. Drimman (e) 1; H. Ostlund, K.C. (m) 1.	Mar. 31, 1922	June 17, 1922	A strike occurred on April 1, 1922, the day following the final constitution of the board. The inquiry was, however, immediately taken up by the board. The board's report was signed by the Chairman and Mr. Ostlund, and contained recommendations for the settlement of the dispute. Mr. Drimman presented a minority report. Neither party would at first accept the Board's findings and direct negotiations continued for some weeks. On August 8 the operators offered to adopt the board's findings, but the employees refused. Towards the end of August the Minister of Labour met the representatives of both parties at Calgary and as a result of his efforts an agreement was reached effecting a reduction of 15 p.c. below the wage scale of March 31, provided that the wage rate in the district should ultimately be governed by the settlement effected in the Central Committee Field of the United States and the operators, the Minister of Labour to notify the parties when this condition had been attained. Work in the mines was resumed on August 28, and on September 1 the Minister of Labour notified the parties concerned that 75 p.c. of the miners of the Central Committee Field had reached an agreement with the operators to resume work at the 1921 rates. Accordingly in District 18 the 1921 rates again came into effect as from September 1.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Continued.*(1) MINING AND SMELTING INDUSTRY—*Concluded*COAL MINES—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
	Dominion Coal Company, Nova Scotia Steel and Coal Company, and Acadia Coal Company, and certain of their employees, respectively being members of District 26, United Mine Workers of America.	.....	Cape Breton Island, Pictou and Cumberland Counties, N.S.	10,000 dir.; 3,000 indir.	Against reduction in wages and respecting working and housing conditions.	D'Arcy Scott (c); 4; John E. Moore (e) 1; Isaac D. Macdougall (m) 1.	April 28, 1922	May 27, June 2, 1922	The Board was established by the Minister under the provisions of Section 63a of the statute. The report of the board was signed by the Chairman and Mr. Moore and contained recommendations as to settlement of the dispute. Mr. Macdougall presented a minority report. The employees refused to accept the findings of the Board. A strike occurred on August 14 and terminated Sept. 5, when an agreement was reached between the parties concerned.
May 20, 1922	Inverness Railway and Coal Company, Limited (as represented by the Eastern Trust Company, Halifax, N.S.), and certain of its employees, being members of Locals Nos. 4512 and 5163, District 26, United Mine Workers of America.	Employees.....	Inverness, N.S.....	700.....	Against reduction in wages and respecting working and housing conditions.	John B. Osborne (c); 4; G. MacGregor Mitchell (e), 1; L. D. Currie (m), 1.	June 20, 1922	Aug. 5, 1922	The report was unanimous and contained recommendations as to settlement of the dispute. No strike occurred.
Jan. 5, 1923	Various mining companies operating in the Edmonton district and their employees, being members of District 18, United Mine Workers of America.	Mayor of Edmonton.	Edmonton, Alta.....	For union recognition and improved working conditions.	A strike occurred on December 1, 1922. Neither of the disputing parties applied for a Board of Conciliation and Investigation, but an application under Sections 63a and 63b of the I.D.I. Act was received on January 5, 1923, from the Mayor of Edmonton. This application was withdrawn by the Mayor on January 20, the operators and a committee appointed by the Alberta Federation of Labour having agreed to hold conferences with respect to the dispute. From

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January 1 the strikers were gradually replaced. Although this dispute was not before a Board of Conciliation and the strike having been declared without regard to the provisions of the Act, yet, an application for a Board having been received, it is thought proper to include the dispute as being among the cases where the strike was neither ended nor averted.

(2) TRANSPORTATION AND COMMUNICATION

(a) RAILWAYS

Feb. 13, 1922	Algoma Eastern Railway Company and employees in various classes, members of Division No. 4, Railway Employees' Department, American Federation of Labour.	Employees.....	Sudbury, Ont.....	10.....	Against reduction in wages and changed working conditions.	W. T. R. Preston (c); 4; F. H. McGuigan (s); 2; Fred. Bancroft (m), 1.	April 21, 1922	June 20, 1922	While the board was in process of constitution, an officer of the Department visited Sudbury in an endeavour to bring about a settlement of the dispute through direct negotiations between the parties concerned. This could not be effected, and the board was completed. The report of the board was unanimous, and contained a memorandum of agreement signed by both parties to the dispute, binding them to submit the questions in dispute to the committee created by the Canadian Railway Association and Division No. 4, Railway Employees' Department, American Federation of Labour, and to abide by the decision of the committee.
July 1, 1922	Canadian Pacific Railway Company and certain of its employees, being station agents, assistant agents, telegraph operators, train dispatchers, and firemen, members of the Order of Railroad Telegraphers.	Employees.....	C.P.R.....	3,000 dir. 20,000 indir.	Against changes in rules governing working conditions.	D'Arcy Scott (c), 4; U. E. Gillen (s), 1; David Campbell (m) L.	July 14, 1922	No hearings of the board took place, the matters in dispute being settled by direct negotiations between the parties interested.	
July 6, 1922	Michigan Central Railroad Company and certain of its employees, being machinists, boilermakers, blacksmiths, carmen, electricians and sheet metal workers.	Employees.....	St. Thomas, Windsor, Montrose and Bridgeburg, Ont.	1,050.....	Against reduction in wages and concerning working conditions.	J. M. McEvoy (c), 4; H. T. Malcolmson (s), 1; W. D. Robbins (m), 1.	July 13, 1922	Sept. 11, Sept. 11, 1922	The report was signed by the chairman and Mr. Malcolmson. Mr. Robbins submitted a minority report. No cessation of work occurred and the parties are understood to have reached a satisfactory working arrangement.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Continued.*

(2) TRANSPORTATION AND COMMUNICATION—*Continued*

(a) RAILWAYS—*Continued*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
July 7, 1922	Pere Marquette Railway Company and certain of its shop employees, being machinists, boilermakers, blacksmiths, electricians, carmen, etc.	Employees....	St. Thomas, Ont....	350.....	Against reduction in wages and concerning working conditions.	W. T. R. Preston (c); Alex. Leslie (e); W. D. Robbins (m).	July 21, 1922	Sept. 16, 18, 1922	The report was signed by the chairman and Mr. Leslie. Mr. Robbins submitted a minority report. No cessation of work occurred, and the parties are understood to have reached a satisfactory working arrangement.
July 13, 1922	New York Central Railroad Company and certain of its employees, being members of the Federated Shop Crafts, employed in the Ottawa shops.	Employees....	Ottawa, Ont.....	15.....	Against reduction in wages and changed working conditions.	Hon. Senator G. D. Robertson (c); Max Goodrich (e); John T. Foster (m).	July 29, 1922	Sept. 2, 1922	The board was successful in effecting an agreement with respect to working conditions, and, in its report, which was unanimous, recommended the adoption of Canadian standards as to rates of pay.
July 15, 1922	(1) Various railways, members of the Railway Association of Canada, including the Canadian National Railways, the Canadian Pacific Railway, and the Grand Trunk Railway, and (2) workmen, members of Division No. 4, Railway Employees' Department, American Federation of Labour, and being motive power and car department mechanics, helpers, and apprentices in the employ of said railways.	Employees....	Lines of the several railways in Canada.	35,000.....	Against reduction in wages.	Alex. Smith (c); Isaac Pitblado, K.C. (e); James Simpson (m).	Aug. 3, 1922	Sept. 1, 1922	The report was signed by the chairman and Mr. Pitblado. Mr. Simpson submitted a minority report. No cessation of work occurred and the parties are understood to have reached a satisfactory working arrangement.
July 15, 1922	(1) Various railways, members of the Railway Association of Canada, including the Canadian National Railways, the Canadian Pacific Railway and the Grand Trunk Railway, and (2)	Employees....	Lines of the several railways in Canada.	35,000 dir... 65,000 indir.	Against reduction in wages.	U. E. Gillen (e); J. G. O'Donoghue (m).	.....	.....	While the board was in process of constitution the dispute was settled by direct negotiations and further board procedure became unnecessary.

workmen, being maintenance-of-way employees and shop labourers, including dockmen, bridge and building employees, signal men and water service employees, represented by the United Brotherhood of Maintenance-of-Way Employees and Railway Shop Labourers, and employed by said railways.	July 22, 1922	Canadian National Railway employees, being clerks, freight handlers, roundhouse, shop and store labourers, etc., members of the Canadian Brotherhood of Railroad Employees.	Employees.....	C. N. System.....	7,500.....	Against wages and alleged breach of agreement.	F. T. Costello (c); George D. Kelley (e); Howard S. Ross, K.C. (m), i.	Aug. 8, 1922	Oct. 19, Nov. 9, 1922	The report, together with a supplementary report assigned by the chairman and Mr. Ross and contained recommendations to settlement of the dispute, as Mr. Kelley submitted a minority report. The board's findings were not accepted by the company. Further direct negotiations, however, ensued, which resulted in an amicable agreement being reached.
Grand Trunk Railway System and certain of its employees, being clerks, freight handlers, stationmen, stationary engineers and firemen, oilers, roundhouse, shop and store labourers, etc., members of the Canadian Brotherhood of Railroad Employees and the Employees of the Brotherhood of Railway Clerks, Freight Handlers, Express and Station Employees.	July 22, 1922	Grand Trunk Railway System and certain of its employees, being clerks, freight handlers, stationmen, stationary engineers and firemen, oilers, roundhouse, shop and store labourers, etc., members of the Canadian Brotherhood of Railroad Employees and the Employees of the Brotherhood of Railway Clerks, Freight Handlers, Express and Station Employees.	Employees.....	G. T. System.....	7,000.....	Against wages.	E. McG. Quirk (c); U. E. Gillen (e); Howard S. Ross, K.C. (m), i.	Aug. 16, 1922	Interim report Sept. 30, Final report Dec. 13, 1922.	An interim report was received from the board on Sept. 30, containing a memorandum of agreement signed by representatives of both parties to the dispute, continuing until Nov. 1 the rates of pay in effect prior to July 20, 1923, and providing that, in the event of a mutual agreement as to permanent rates of pay and conditions of work, the board would be requested to render a final decision as to rates to be paid on and after that date, the same to be binding on the parties. An agreement not being reached by direct negotiations, the board, at the request of the parties concerned, reconvened, and its report, which was unanimous, was accompanied by a signed agreement between the disputants.
Pere Marquette Railway Company and certain of its employees, being members of the Brotherhood of the Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	July 26, 1922	Pere Marquette Railway Company and certain of its employees, being members of the Brotherhood of the Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees.....	Pere Marquette lines 57..... in Canada.	57.....	Against wages and concerning working conditions.	W. T. R. Preston (c); Alexander Leslie (e); Chas. B. McClurg (m), i.	Aug. 10, 1922	Sept. 16, 1922	The report was unanimous and contained recommendations as to settlement of the dispute, which both parties later expressed their willingness to accept.

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STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued.

(2) TRANSPORTATION AND COMMUNICATION—Continued

(a) RAILWAYS—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
July 27, 1922	Canadian Pacific Railway Company and certain of its employees, being clerks, checkers, freight handlers, baggage men, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	C.P.R. Eastern Lines.	2,600 dir. 2,600 indir.	Against reduction in wages and changed working conditions.	Daniel Urquhart (c), J. T. Arundel (e), I. J. G. O'Donoghue (m), 1.	Aug. 19, 1922	Oct. 23, 24, Oct. 1922	By mutual agreement a similar dispute on Western Lines of the Canadian Pacific Railway, affecting the same classes of employees, was brought within the jurisdiction of this board (see below). The report was signed by the chairman and Mr. O'Donoghue, and made certain recommendations as to settlement of the dispute. Mr. Arundel submitted a minority report. The board's findings were not acceptable to the company, but, through renewed negotiations, an adjustment was effected.
July 29, 1922	Canadian National Railways, Canadian Pacific Railway, Esquimalt and Nanaimo Railway, and Winnipeg Joint Terminals, as represented by the Railway Association of Canada, and various employees of said railways, being members mainly of different trade unions representing railway shop crafts.	Employees....	Lines of the several railways concerned west of and including Port Arthur, Ont.	10,000 dir. 25,000 indir.	Against reduction in wages and concerning union recognition.				The alleged dispute concerned railways and classes included in the board constituted under the chairmanship of Mr. Alex. Smith (see above), and it was deemed unnecessary to establish a second board dealing with the same classes.
Aug. 9, 1922	Canadian Pacific Railway Company and certain of its employees, being clerks, checkers, freight handlers, baggage men, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	C.P.R. Western Lines.	2,500.....	Against reduction in wages and changed working conditions.				By mutual agreement this dispute was brought within the jurisdiction of a board which had been established to deal with a similar dispute on the Eastern Lines of the Canadian Pacific Railway affecting the same classes of employees (see above).

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Sept., 1922	6, Grand Trunk Railway Company and its dining and parlor car employees, members of the Canadian Brotherhood of Railroad Employees.	Employees....	G. T. System.....	100.....	Employees' request for a schedule of rules and rates of pay.			Pending the outcome of further direct negotiations the question of establishing a board was allowed to remain abeyance, and the dispute passed away.
Sept., 1922	25, Canadian National Railway, Western Lines, and certain of its employees, being members of the International Brotherhood of Steam Shovel and Dredge Men, District No. 6.	Employees....	C. N. R. Western Lines.	100.....	Against reduction in wages and respecting certain working conditions.	W. H. Trueman, K.C. (c), 4; C. P. Dalce (e), 1; David Campbell (M), 1.	Jan. 24, 1923	Proceedings unfinished at the close of the fiscal year.
Sept., 1922	25, Canadian Pacific Railway Company, Western Lines, and certain of its employees, being members of the International Brotherhood of Steam Shovel and Dredge Men, District No. 6.	Employees....	C. P. R. Western Lines.	75.....	Against reduction in wages and respecting certain working conditions.	W. H. Trueman, K.C. (c), 4; C. P. Dalce (e), 2; David Campbell (M), 1.	Jan. 24, 1923	Proceedings unfinished at the close of the fiscal year.
Oct., 1922	28, Canadian National Railway, Western Lines, and its dining and sleeping car employees, members of the Canadian Brotherhood of Railroad Employees.	Employees....	C. N. R. Western Lines.	120 dir., 2,500 indir.	Wages, etc.....	David Campbell (M), 1.		Proceedings unfinished at the close of the fiscal year.
Dec., 1922	23, Toronto, Hamilton and Buffalo Railway Company and certain of its employees, being freight handlers, members of the Canadian Brotherhood of Railroad Employees.	Employees....	Hamilton, Ont....	50.....	Against reduction in wages and alleged violation of agreement concerning working conditions.			At Minister's suggestion further direct negotiations took place, which resulted in a settlement being reached without board procedure. The application was withdrawn by the employees.
(b) STREET RAILWAYS								
Feb., 1922	1, Dominion Power and Transmission Company and certain of its employees, being linemen, groundmen, etc., members of the Canadian Electrical Trades Union, Hamilton Branch.	Employees....	Hamilton, Ont....	60 dir., 300 indir.	Against reduction in wages.	J. M. Godfrey, K.C. (c), 4; F. H. McGuigan (e), 2; J. G. O'Donoghue (M), 1.	Feb. 27, 1922	The report was unanimous and was accompanied by a memorandum of agreement signed by representatives of both parties to the dispute.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued.

(2) TRANSPORTATION AND COMMUNICATION—Continued

(b) STREET RAILWAYS—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (E) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Feb. 9, Feb. 10, Feb. 11, Feb. 11, Feb. 1922	Dominion Power and Transmission Company and Hamilton Street Railway Company, respectively, and various classes of employees, members of Local 700, International Union of Steam and Operating Engineers, and Divisions 107 and 876, Amalgamated Association of Street and Electric Railway Employees of America.	Employees.....	Hamilton, Ont.....	571.....	Against reduction in wages.	J. M. Godfrey, K.C. (c), 4; F. H. McGuigan (E), 2; Fred Bancroft (M), 1.	Feb. 28, 1922	April 1, April 4, 1922	The report was signed by the chairman and Mr Bancroft and contained recommendations as to settlement of the dispute. Mr. McGuigan submitted a minority report. The award was accepted by the employees, but not by the company. Renewed negotiations resulted in a settlement of the dispute. It should be noted with regard to the foregoing dispute that four separate applications were received from three classes of workers concerned with one or other of the two employers and the various disputes were referred to a single board, as indicated.
Mar. 31, 1922	Ottawa Electric Railway Company and certain of its employees, being members of Division No. 278, Amalgamated Association of Street and Electric Railway Employees of America.	Employees....	Ottawa, Ont.....	600 dir. 10 indir.	For increased wages and shorter hours and concerning working conditions.	Alex. Smith (c), 4; Geo. D. Kelley (E), 1; Charles J. Tulley (M), 1.	April 18, 1922	May 26, May 26, 1922	The report was signed by the chairman and Mr. Kelley and contained recommendations as to settlement of the dispute. Mr. Tulley submitted a minority report. The award was accepted by the company, but not by the employees. Renewed negotiations resulted in an amicable agreement.
April 13, 1922	Toronto and York Regional Company and its electrical employees, on the one hand, and the Metropolitan, Mimico and Scarborough Divisions, being line men, wiremen, train dispatchers, operators, helpers, etc., members of the Canadian Electrical Trades Union, Toronto Branch.	Employees....	Toronto, Ont.....	60 dir. 150 indir.	For increased wages and concerning working conditions.	.....	.....	.....	Negotiations between the disputants were renewed as a result of departmental mediation, and the application was withdrawn by the employees.
April 13, 1922	London Street Railway Company and certain of its employees, being motormen and con-	Employees....	London, Ont.....	240.....	Against reduction in wages.	J. M. McEvoy (c), 4; F. H. McGuigan (E), 1; G. Frank W. McKay (M), 1.	May 5, 1922	June 20, 1922	The report was unanimous and was accompanied by a signed agreement between the disputants.

(c) SHIPPING

6, June 1922	Various shipping companies doing business at the Port of Montreal and certain of their employees, being ship liners, members of Local 2088, United Brotherhood of Carpenters and Joiners.	Employees....	Montreal, P.Q.	420 dir. 300 to 400 indir.	Against wages.	reduction in	H. S. Ross, K.C. (c), 3; David K. Trotter (E), 2; J. T. Foster (M), 1.	June 19, 1922	The report was unanimous and contained recommendations as to settlement of the dispute. The findings were rejected by the company, but, through the mediation of a representative of the department, negotiations between the disputants were renewed which resulted in an amicable agreement.
Aug. 23, 1922	Canadian Pacific Railway Company, British Columbia Lake and River Service and certain of its employees, being members respectively of the Canadian Navigators' Division, Pacific Navigation, and of the National Association of Marine Engineers. Composed of shipmasters, mates and marine engineers employed in cargo vessels, operating between points on Lakes Kootenay, Shewan, Arrow and Okanagan.	Employees....	British Columbia lakes.	55 dir. Approx. 1,250 indir.	For increased wages and improved working conditions.		Robert S. Lemie (c), 3; E. A. James (E), 1; John Fyfe (M), 1.	Oct. 6, 1922	The report was unanimous and contained recommendations as to settlement of the dispute. Advice was received from the company that the board's findings were acceptable to it; the employees, although stating their dissatisfaction with the findings, also accepted the same.

(d) TELEGRAPHS

July 31, 1922	Marconi Wireless Telegraph Company and certain of its employees, being members of the Radio-Telegraph Union No. 16570, American Federation of Labour.	Employees...	Glace Bay, N.S.	23.....	For increased wages. . .	Dr. Clarence Mackinnon (C), 3; Stewart McCawley (E), 1; William Ulric Cotton (M), 1.	Aug. 23, 1922	Sept. 21, 1922	The report was unanimous and was accompanied by a signed agreement between the disputants.
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The report was unanimous and was accompanied by a signed agreement between the disputants.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Continued.*(2) TRANSPORTATION AND COMMUNICATION—*Concluded*(d) TELEGRAPHS—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Aug. 14, 1922	Marconi Wireless Telegraph Company and all certificated Marconi wireless operator employees, members of the Commercial Telegraphers' Union of America, System Division No. 59.	Employees....	All divisions in Canada of Marconi Service.	300 dir. 100 to 200 indir.	Against reduction in wages and respecting question of overtime; also claim for payment on certain retroactive wage increases included in former agreement.	E. McG. Quirk (c); 4; Melville P. White, (e); 1; Thomas Taylor (m), 1.	Aug. 31, 1922	Sept. 30, 1922	The report was signed by the chairman and Mr. White, and contained recommendations as to settlement of the dispute, which both the company and employees later advised were acceptable to them. Mr Taylor presented a minority report.
(3) MISCELLANEOUS LIGHT AND POWER									
May 19, 1922	Winnipeg Electric Railway Company and certain of its employees, being members of the Gas Workers' Union of Winnipeg (Independent).	Employees....	Winnipeg, Man.....	52 dir. 22 indir.	Against reduction in wages and changed working conditions.	W. H. Trueman, K.C. (c); 4; C. E. Daboe, (e), 1; R. S. Ward (m) 1.	May 31, 1922	July 4, 1922	The report was unanimous and resulted in a settlement of the dispute.
June 2, 1922	Montreal Light, Heat and Power Consolidated and certain of the company's employees in its Gas and Electric Distribution and Maintenance Plants, members of various trades unions.	Employees....	Montreal, P.Q.....	1,073 dir. 1,800 indir.	Against reduction in wages.	E. McG. Quirk (c); 4; Bernard Rose (e), 1; Gustave Franceu (m) 1.	June 12, 1922	July 8, 1922	The report was unanimous and contained recommendations as to settlement of the dispute, which both parties later expressed their willingness to accept.
Mar. 15, 1923	Winnipeg Electric Railway Company and certain of its employees, being members of the Gas Workers' Union of Winnipeg (Independent).	Employees....	Winnipeg, Man.....	2 dir. 48 indir.	Alleged unjust dismissals	R. S. Ward (m), 1.....	Proceedings unfinished at the close of the fiscal year.

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ii.—DISPUTES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

(1) PUBLIC UTILITIES UNDER PROVINCIAL OR MUNICIPAL CONTROL

(a) CIVIC EMPLOYEES

April 10, 1922	Municipality of Saanich, B.C., and certain of its employees, being members of the Saanich Employees' Protective Association.	Employees...	Saanich, B.C.	90 dir. 72 indir.	Against wages.	reduction in	.....	.....	In this case a board could be established only by mutual consent, and, the consent of the municipality not having been received, no board was established.
May 2, 1922	Corporation of the City of Moose Jaw and certain of its employees, being members of Civic Employees' Federal Labour Union No. 9.	Employees...	Moose Jaw, Sask.	60	Against wages and changed working conditions.	reduction in	W. E. Knowles, K.C. (c); 3; W. D. McIntyre (e); 1; R. H. Chadwick (M), 1.	May 22, 1922	July 3, 1922
May 22, 1922	Corporation of the City of Moose Jaw and certain of its employees, being members of Moose Jaw Fire Department and City Fire Fighters' Union, Local No. 151.	Employees....	Moose Jaw, Sask.	30	Against wages.	reduction in	William A. Munns (c); 3; W. D. McIntyre (e), 1; Edgar H. Cooke (M), 1.	June 13, 1922	July 15, 1922
June 19, 1922	Town Council of Glace Bay and certain of its employees, being members of Federal Labour Union No. 16570, American Federation of Labour.	Employees....	Glace Bay, N.S.	6 dir. 47 indir.	Dismissal of certain employees.	reduction in	.....	.....	Shortly after the application was received the dispute was adjusted by direct negotiations.
July 3, 1922	Corporation of the City of Calgary and certain of its employees, being members of the Calgary Fire Fighters' Federal Union No. 19.	Employees....	Calgary, Alberta.	95 dir. 600 indir.	Against wages.	reduction in	.....	.....	In this case a board could be established only by mutual consent, and the consent of the municipality being refused, no Board could be established.
Mar. 13, 1923	Corporation of the City of Prince Rupert and certain of its employees, being members of Civic Employees' Union No. 20, Trades and Labour Congress of Canada.	Employees....	Prince Rupert, B.C.	60 dir. 16 indir.	Against wages and longer hours	reduction in	His Honour Judge F. McB. Young (c), 3; W. E. Fisher (e), 1; T. Ross Mackay (M), 1.	Mar. 20, 1923	.....

Proceedings unfinished at the close of the fiscal year.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Concluded.*II.—DISPUTES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907—*Concluded.*(1) PUBLIC UTILITIES UNDER PROVINCIAL OR MUNICIPAL CONTROL—*Concluded.*

(b) RAILWAYS

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Mar. 1923	Brantford Municipal Railway Commission and certain of its employees, being street railway workers, members of Local Division No. 685, Amalgamated Association of Street and Electric Railway Employees of America	Employees....	Brantford, Ont.....	41 dir..... 19 indir.	For increased wages and changed working conditions.	.....	.....	.....	Proceedings unfinished at the close of the fiscal year.

(2) MISCELLANEOUS

Mar. 23, 1922	Employers, members of Association of Canadian Building and Construction Industries, Ottawa Branch, and their employees, members of Local No. 428, International Hodcarriers, Building and Common Labourers' Union of America.	Employees....	Ottawa, Ont.....	316 dir..... 800 indir.	Against reduction in wages.	in D'Arcy Scott (c), 4; G. A. Cran (e), 1; Martin Ryan (m), 1.	Mar. 31, 1922	April 13, 1922	The report was unanimous and made certain recommendations as to settlement of the dispute.
June 1922	Montreal Master Plasterers' Association and certain of its employees, being members of Local No. 33, International Plasterers' Association.	Employees....	Montreal, P.Q.....	Approx. 500.	For increased wages.	.....	.....	.....	Shortly after the application was received the dispute was adjusted by direct negotiations.
Nov. 21, 1922	Bramsons' Auto Service, Limited, and certain of its employees, being auto and taxi drivers, members of the Montreal Chauffeurs' Local, International	Employees....	Montreal, P.Q.....	19 dir..... 156 indir.	Discrimination against workmen who had joined union and were dismissed.	This dispute was not deemed to be within the scope of the I.D.I. Act for adjustment, and no board was established.

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Feb. 3, 1923	tional Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers of America.	British Empire Steel Corporation and certain of its employees; being members of Sydney Lodge No. 1, Amalgamated Association of Iron, Steel and Tin Workers.	Employees...	Sydney, N.S. 3,100	For increased wages, eight-hour day and check-off system.	As industry did not come directly within the scope of the I.D.I. Act for adjustment, a board could only be constituted with the joint consent of both parties to the dispute under Section 63. The Registrar indicated to employing company and workmen his entire willingness to establish a board if both parties agreed, but, whilst the matter was under consideration, the employees on February 13, ceased work, on account of a dispute suddenly arising respecting the alleged unfair dismissal of one of their members, a matter apart from differences stated in the application. The efforts of the Minister were devoted to securing a speedy resumption of work, the good offices of the department being exercised to that end, both directly from Ottawa and through Mr. E. McG. Quirk, of Montreal. Direct negotiations were resumed, and the employees returned to work on the 19th February. Meantime the employing company declined to unite with the employees in submitting matters which had been in dispute to a Board of Conciliation and Investigation.
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QUESTIONS ARISING OUT OF INTERPRETATION OF SECTION 57, AS INDICATED IN THE
OPENING REMARKS OF THIS CHAPTER

Several Boards of Conciliation and Investigation were established to deal with differences between the various railways of Canada and certain of their employees in shop crafts. Four distinct Boards of Conciliation and Investigation were established, namely:—

1. Between (1) various railways, members of the Railway Association of Canada, including the Canadian National Railways, the Canadian Pacific Railway, and the Grand Trunk Railway, and (2) workmen, members of Division No. 4, Railway Employees' Department, American Federation of Labour, and being motive power and car department mechanics, helpers and apprentices in the employ of said railways.

2. Between Michigan Central Railroad and certain of its employees being machinists, boilermakers, blacksmiths, carmen, electricians and sheet metal workers.

3. Between Père Marquette Railway Company and certain of its shop employees being machinists, boilermakers, blacksmiths, electricians, carmen, etc.

4. Between New York Central Railway Company, as represented by its officers in charge of the railway shops located at Ottawa, and certain of its employees being members of the Federated Shop Crafts, employed in the Ottawa shops.

Of the four disputes above indicated, it will be observed that three relate to United States railways having lines in Canada, namely, Michigan Central, Père Marquette and New York Central.

In the correspondence arising out of the establishment of these Boards of Conciliation and Investigation it was pointed out to the various railway companies concerned that section 57 of the Industrial Disputes Investigation Act, as understood by the department, required that, with respect to the proposed change in wages, no change could properly be made until the dispute arising had been dealt with by the Board of Conciliation and Investigation to which the dispute had been referred.

With regard to dispute No. 1 in the above list, that respecting Canadian railways generally, the employing companies did not accept the departmental interpretation of section 57 and announced their intention of putting into effect the proposed reduction as from July 16, urging that the employees concerned would be protected "in that should the rates finally agreed upon be more favourable to the employees they would receive retroactive pay."

With regard to disputes Nos. 2, 3 and 4 in the above list, the railways concerned, being United States railways with branch lines in the Dominion, consented to waive the proposed reduction until the dispute arising had been dealt with by the Board of Conciliation and Investigation which had been established.

Statements appearing in the press and representations reaching the department direct indicated considerable unrest among the employees of Canadian railways with respect to the divergence in view between the railways and the employees and led to an exchange of communications between the Department of Labour and the railways.

On July 29 the Deputy Minister of Labour telegraphed each Canadian railway management concerned as follows:—

I am directed to request your attention to statements which are being printed widely in the press with reference to the attitude of the railways involved in dispute with shop crafts workmen on question of deferring proposed changes in wage rates until matters in dispute have been dealt with by Board of Conciliation and Investigation. Minister had assumed management of your railway would be following course which has been adopted by

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other roads involved in disputes with same classes of workmen and where separate Boards of Conciliation have been established, namely, Michigan Central, Pere Marquette and New York Central, which have deferred intended reduction of wages until dispute has been dealt with as stated by Conciliation Board, this line of action being that clearly laid down under section fifty-seven of governing statute. Representatives of workmen are, however, requesting information as to intended attitude of railways involved in this dispute, and minister would be pleased to receive assurance as to course your company will take.

REPLIES FROM THE RAILWAYS

The following message was received from each of the principal railways concerned as on various dates between July 31 and August 2:—

Your message of the twenty-ninth addressed to the president of this company directing attention to statements in the press with reference to the attitude of the railways involved in dispute with shop crafts workmen is received, and in reply this company desires to state that, on advice of counsel, we have proceeded along lines which are considered to be in accordance with the law. We are without definite information as to the circumstances which have led to the establishment of Boards of Conciliation in connection with disputes apparently existing on United States railways operating in Canada with same classes of employees, but we understand in a general way that there are several material differences as to the notice given, as to the application made for a board and as to other relevant circumstances. We believe inquiry will show that the United States railways first acted to put reduced rates of pay definitely into effect for their employees in Canada without proper notice or any preliminary negotiations with them. We further believe that these United States railways also put into effect without agreement rules governing working conditions, while in our case the revision of working conditions rules was mutually agreed upon some months ago. The company gave thirty days' notice of cancellation of existing schedule. The company's proposition was that the new rates should be put into effect pending further consideration and negotiation as from date of cancellation of previous schedule. Under this proposition the employees would be protected in that, should the rates finally agreed upon be more favourable to the employees, they would receive retroactive pay to such date of cancellation of old rates. On the other hand, the proposition afforded the company an absolutely necessary feature of protection. Any other course than that adopted by the company would defeat the intent of the agreement entered into after long negotiation between the companies and the employees. Otherwise employees have it in their power to unduly delay the application of new schedule and if former wages continue to be paid and be ultimately reduced company would have no means of reimbursements for amount overpaid. Retroactive provisions were made available to employees when wages were rising and same rule should be applied to present situation. Inasmuch as the railways have agreed to joint proceedings and a Board of Conciliation has been established in this matter, we prefer at this time merely to assure your department that there is every desire on the part of the company to comply with the law and to repudiate the suggestion from any quarter that the company's action is either arbitrary or improper.

RULING OF JUSTICE DEPARTMENT

The question of the interpretation of section 57 of the Industrial Disputes Investigation Act was then taken up by the Minister of Railways with the Department of Justice and resulted in a ruling on the part of the Department of Justice contained in a letter addressed over the signature of the Acting Deputy Minister of Justice (Mr. W. Stuart Edwards) to the Hon. W. C. Kennedy, Minister of Railways and Canals, and under date of August 3, as follows, namely:—

Referring to Mr. Fairweather's conversation with me this afternoon in which he stated that you wish to have a departmental opinion to-day upon a question arising under section 57 of the Industrial Disputes Investigation Act as amended by chapter 29 of the Statutes of 1920, it appears from what Mr. Fairweather tells me that the Canadian National Railways have given notice to their employees of a proposed reduction in wages; that this has resulted in a dispute within the meaning of the Act and that a Board is now being constituted under the Act to deal with the same; that in the meantime the period of thirty days mentioned in the Act has expired; that the railways propose, pending determination of the dispute by the board, to pay their employees from the date of the expiration of said period at the proposed reduced rates; that the employees deny the right of the railways to make any reduction in pay until a report in favour thereof has been made by the board, and that an opinion is desired as to what are the rights of the railways in this connection.

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Upon the hasty consideration which I have been able to give to the matter, it would seem that the question depends almost altogether upon the provisions of section 57 of the Act above referred to, which reads as follows:—

“57. Employers and employees shall give at least thirty days’ notice of an intended change affecting conditions of employment with respect to wages or hours; and in the event of such intended change resulting in a dispute, until the dispute has been finally dealt with by a board, and a copy of its report has been delivered through the registrar to both the parties affected, neither of those parties shall alter the conditions of employment with respect to wages or hours, or on account of the dispute do or be concerned in doing, directly or indirectly, anything in the nature of a lockout or strike, or a suspension or discontinuance of employment or work, but the relationship of employer and employee shall continue uninterrupted by the dispute, or anything arising out of the dispute; but if, in the opinion of the board, either party uses this or any other provision of this Act for the purpose of unjustly maintaining a given condition of affairs through delay, and the board so reports to the minister, such party shall be guilty of an offence, and liable to the same penalties as are imposed for a violation of the next preceding section.”

Upon consideration of these provisions I find it difficult to escape the conclusion that the intention of parliament in enacting this legislation was to prevent the doing of that which the railways are proposing to do; that is to say, that the making of a reduction in the actual amount of money paid out to employees on pay-day is making an alteration in the conditions of employment with respect to wages within the meaning of the statute, notwithstanding the fact that the intention of the railways is to account to the employees for the difference if and when a report in favour of the employees has been made by the board.

I do not overlook the fact that in case the railways continue payments at the old rates and the board reports in favour of a reduction they may not succeed in recovering back all of the overpayments so made, but I do not think this circumstance can be looked at as affecting the interpretation of the plain words of the statute.

NOTIFICATION TO RAILWAYS

A copy of the findings of the Department of Justice was forwarded, under date of August 3, to the principal railways by the Honourable W. C. Kennedy, Minister of Railways, together with the following covering letter:—

Strong representations are being made to the Government and it is a matter of current report in the press that, pending the decision of a board to be constituted under the Industrial Disputes Investigation Act, 1907, and amendments, the railways contemplate withholding from employees the differences between wage schedules that have been in effect and new schedules which they have proposed to establish. This procedure has been vigorously protested.

On behalf of the Government, I have to express the view that the railways should act in exact accordance with the law applicable, and your attention is drawn to section 57 of chapter 20 of 1907, as amended by section 5 of chapter 29 of 1910, and further amended by section 5 of chapter 29 of 1920, and reading as follows:—

“Employers and employees shall give at least thirty days’ notice of an intended change affecting conditions of employment with respect to wages or hours; and in the event of such intended change resulting in a dispute, until the dispute has been finally dealt with by a board, and a copy of its report has been delivered through the registrar to both the parties affected, neither of those parties shall alter the conditions of employment with respect to wages or hours, or on account of the dispute do or be concerned in doing, directly or indirectly, anything in the nature of a lockout or strike, or a suspension or discontinuance of employment or work, but the relationship of employer and employee shall continue uninterrupted by the dispute, or anything arising out of the dispute; but if, in the opinion of the board, either party uses this or any other provision of this Act for the purpose of unjustly maintaining a given condition of affairs through delay, and the board so reports to the minister, such party shall be guilty of an offence, and liable to the same penalties as are imposed for a violation of the next preceding section.”

For your information, I attach a copy of an opinion received from the Department of Justice with respect to its interpretation of the above provision of the statutes.

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OTHER CORRESPONDENCE

Other correspondence then ensued as follows:—

MONTREAL, August 9, 1922.

Honourable W. C. KENNEDY,

Minister of Railways and Canals,
Ottawa.

DEAR SIR,—The undersigned have received your letter enclosing copy of the opinion of the Acting Deputy Minister of Justice upon the application of section 57 of the Industrial Disputes Investigation Act to the action taken by the railway companies in establishing a tentative scale of wages pending investigation and report by a Board of Conciliation appointed under the Act.

The railways, upon the advice of their own counsel, are not in accord with the opinion of the Department of Justice. The contention raised has been before the Supreme Court of Nova Scotia in District No. 26, United Mine Workers of America, against the Dominion Coal Company and others, where the court in a carefully considered judgment unanimously decided that a similar proposed reduction is not a change of conditions within the prohibitions of section 57 of the Act. It is thought that this authoritative decision may not have received full consideration in the preparation of the department's opinion.

It is to be pointed out also that it is one of the functions of Boards of Conciliation to recommend the date when rates recommended by them shall come into force. The fairness of the companies' action in tentatively applying a revised scale of wages is a question before the Conciliation Board now in session, and we feel that an expression of opinion from the Government upon the question, obviously based on a misconstruction of the law, is improper and is bound to have an embarrassing effect upon the proceedings before the tribunal properly constituted pursuant to the statute.

The pay-rolls for the last half of July have already been made up, and it is impossible to alter them for payment upon the approaching pay-day. On the other hand, if, as a result of the proceedings of the board, additional payments are agreed upon for the period referred to, they may be added to subsequent pay-rolls.

We would refer also to the facts which led to the present situation. On June 14, pursuant to their agreement with their employees, the railways gave notice of their desire to revise wages, and specified the reductions proposed to be effective a month afterward. In the negotiations which followed it developed that, owing to conditions affecting the same classes of labour in the United States, the employees were unable to concur in any downward revision, and that it would be impossible to conclude any agreement until the situation in the United States should have cleared. The railways then proposed that the reduction should be applied conditionally from July 16, with the understanding that the rates finally agreed upon should be made retroactive to that date. This proposal, it will be observed, effectually protected the interests of employees as well as of the railways, and is the method which has obtained between the railways and the classes of employees involved in negotiations during each of the last four years, but, as it was not accepted on this occasion, the issue then resulting has been referred to a Board of Conciliation. The situation on United States railways has materially changed since the date of the negotiations to which we have referred, it having now been definitely announced by the employees there, who have been on strike for the last six weeks (forming a large majority of the members of the same organizations whose members, employed on Canadian roads, have applied for a Board of Conciliation), that they are willing to return to work at the same reduced rates, effective July 1, as were proposed by Canadian railways, effective July 16.

In these circumstances, we submit that, in fairness to all parties, the railways could not adopt a course of action which they believe is not in accordance with law nor required by the merits of the case.

Yours truly,

(Sgd.) HOWARD G. KELLEY,
President, Grand Trunk Railway System.

(Sgd.) D. B. HANNA,
President, Canadian National Railways.

(Sgd.) E. W. BEATTY,
President, Canadian Pacific Railway.

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OTTAWA, August 10, 1922.

DEAR MR. KENNEDY,—Since writing you on the 3rd instant with regard to the dispute between the Canadian National Railways and certain of its employees, certain representations have been made to me by legal representatives of the railways and my attention has been directed to the joint letter from the presidents of the three railway systems to you dated the 9th instant. These representations have had my careful consideration and I have concluded that they do not contain anything which would justify me to alter the view expressed in my said letter.

The position taken by the railways is that the present case is covered by the decision of the Supreme Court of Nova Scotia in certain injunction proceedings against the Dominion Coal Company *et al.* With this view I am, however, unable to agree, as I think it quite clear that the ground upon which the Appellate Court proceeded in the Nova Scotia case has no application to the present situation.

Yours faithfully,

(Sgd.) W. STUART EDWARDS,
Acting D.M.J.

HON. W. C. KENNEDY,
Minister of Railways and Canals,
Ottawa.

OTTAWA, August 12, 1922.

E. W. BEATTY, Esq.,
President, Canadian Pacific Railway,
Montreal, P.Q.

DEAR MR. BEATTY,—The Government has had under consideration the correspondence that has passed between the railway executives and the Minister of Railways and Canals, including the letters containing the opinion of the Acting Deputy Minister of Justice, with respect to the application to the existing dispute between the railway companies and certain of their employees in the shop crafts of section 57 of the Industrial Disputes Investigation Act.

It must be apparent that, if the parties to industrial disputes are to be permitted to place their own interpretation upon Acts of Parliament passed for the express purpose of avoiding strikes or lockouts occasioned by industrial disputes and to persist in a course of action which in the opinion of the law officers of the Crown constitutes a direct violation of existing legislation, there can be no guarantee of industrial peace nor indeed of the preservation of law and order throughout the Dominion. As you are well aware, the industrial situation on this continent, as a consequence of existing strikes in the coal mines and on the railways in the United States, is fraught with possibilities of the gravest character. That Canada has been spared a like condition in her mines and on her railways is owing to the legislation enacted by Parliament for the prevention and settlement of industrial disputes and to the loyal and public-spirited manner in which both employing companies and their employees have on the whole respected its provisions.

The relations between the railway companies and their employees and the coal mining companies and their employees in Canada to-day are such that, given continuous operation of the mines and railroads through a due regard for the provisions of the law, the companies concerned and their employees may do much to relieve the existing situation of some of its most alarming features. A contrary course on the part of either of the parties might conceivably precipitate an industrial situation in Canada which would greatly aggravate and intensify the unfortunate consequences of the protracted disputes in the United States.

The Government feels that the public interest demands its utmost vigilance in the preservation of industrial peace in Canada at this time, and that the public has a right to expect that, in its endeavour to uphold the law and secure uninterrupted operation of railway and mining activities, the Government may count upon the co-operation of employing companies and employees alike. Under the circumstances, it is the hope of my colleagues and myself that the railway companies will accept without further question the opinion of the Department of Justice with respect to the interpretation of section 57 of the Industrial Disputes Investigation Act, and immediately restore conditions relative to wages so as to remove any question as to a full compliance with the intention of the Act.

I should perhaps add that, having been waited upon by a deputation representative of the employees concerned, I have assured them that the Government will not hesitate to exert its full influence and power to see that the provisions of the law governing industrial disputes are complied with by all parties. At the same time, I have expressed the view that, once informed of the confirmation of his opinion by the Deputy Minister of Justice, after conference with the legal representatives of the railway companies, the railway executives

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may be expected to adopt such a course as will render unnecessary any further action on the part either of the employees or the Government to secure a due compliance with the provisions of the law. Upon this undertaking, I was assured by the employees' representatives that they would agree to an immediate resumption of the investigation being conducted by the Board of Conciliation to which the dispute in question has been referred, and would refrain, without further conference with the Government, from taking any step calculated to prove prejudicial to the public interest.

I should be pleased to be advised by you by telegraph at your earliest convenience of the action which the Government may expect your company to take in the light of these representations.

Yours sincerely,

(Sgd.) W. L. MACKENZIE KING.

CANADIAN PACIFIC RAILWAY Co.'s TELEGRAPH,
MONTREAL, August 15, 1922.

Right Hon. W. L. MACKENZIE KING,
Prime Minister,
Ottawa.

Answering your letter of the twelfth instant, we need not assure you of our concurrence in your desire that the important business of the country may be carried on without interruption, and that both employers and employees should co-operate in carrying out the laws which have been enacted to that end.

It is quite impossible for us to change our view as to the legality of the course which the railways have taken, and we believe that such action afforded full protection to the interests of both parties.

We must respectfully submit that, notwithstanding the view which the legal advisers of the Government may hold, it is the duty of the company to follow a course which they have been advised is legal and in accordance with binding decisions of the Canadian courts, and necessary to preserve the rights which they consider essential to the protection of their properties.

In view, however, of the decision of the Government to accept the opinion of the Department of Justice, we will undertake, pending an anticipated early report of the Board of Conciliation now sitting, that the scale of shop crafts' wages in force prior to July 16 last will be continued, on the understanding that the companies' case before the Board of Conciliation will not be thereby prejudiced, and that the companies shall not thereby be precluded from taking the position, in negotiating an agreement during or subsequent to the proceedings of the board, that the new scale should be retroactive to July 16 last.

(Sgd.) D. B. HANNA,

(Sgd.) HOWARD G. KELLEY,

(Sgd.) E. W. BEATTY,

PROPOSED AMENDMENTS OF INDUSTRIAL DISPUTES INVESTIGATION ACT

As mentioned in the opening passages of this chapter, a Bill to amend the Industrial Disputes Investigation Act, 1907, was before Parliament for consideration at the 1923 session. The measure was introduced by the Hon. James Murdock, Minister of Labour, in the House of Commons on March 21 and passed unanimously by the House on April 20. The minister explained that the proposed amendments, which related to sections 15, 57 and 58, involved no change in the purpose of the Act, but were designed to convey more clearly the intent of these sections as they now stand and have been understood for a number of years. The Senate subsequently introduced amendments which, in the opinion of the House of Commons, were inconsistent with the purposes of the Bill, and could not be accepted. The view of the House of Commons to this effect was communicated to the Senate, but the latter decided to adhere to its proposed amendments; under these circumstances the Bill was dropped.

The Bill as passed by the House of Commons is printed below. This is followed by the sections of the Industrial Disputes Investigation Act affected by the Bill, with the proposed amendments.

An Act to amend The Industrial Disputes Investigation Act, 1907

His Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

1. Subparagraph (b) of paragraph two of section fifteen of *The Industrial Disputes Investigation Act, 1907*, as enacted by section two of chapter twenty-nine of the statutes of 1910, is amended by inserting after the word "committee", in the eighteenth line thereof, the words "of the employees"; and by inserting after the word "employer", in the nineteenth line thereof, the words "or that it has been impossible to secure conference or to enter into negotiations"; and by inserting after the word "further", in the last line thereof, the words "effort or".

2. Section fifty-seven of the said Act, as amended by section five of chapter twenty-nine of the statutes of 1910, and as further amended by section five of chapter twenty-nine of the statutes of 1920, is further amended by inserting after the word "intended", in the second line thereof, the words "or desired"; and by inserting after the word "intended", in the fourth line thereof, the words "or desired"; and by inserting after the word "dispute", in the fourth line thereof, the words "it shall be unlawful for the employer to make effective a proposed change in wages or hours or for the employees to go on strike"; and by inserting, after the word "affected", in the seventh line thereof, the words "the application for the appointment of a board shall be made by the employers or employees proposing the change in wages or in hours";

3. Section fifty-eight of the said Act is amended by inserting after the word "lock-out", in the first line thereof, the words "or making effective a change in wages or hours"; and by inserting after the word "lockout", in the last line thereof, the words "or change".

The following paragraphs show sections 15, 57 and 58 of the Industrial Disputes Investigation Act, the additions proposed by the amending bill being printed in italics:—

Sec. 15 (b)...failing an adjustment of the dispute or a reference thereof by the minister to a board to the best of the knowledge and belief of the declarants a strike will be declared, that the dispute has been the subject of negotiations between the committee of the employees and the employer, *or that it has been impossible to secure conference or to enter into negotiations*, that all efforts to obtain a satisfactory settlement have failed, and that there is no reasonable hope of securing a settlement by further *effort or negotiations*. (1910, c. 29.)

Sec. 57.—Employers and employees shall give at least thirty days' notice of an intended *or desired* change affecting conditions of employment with respect to wages or hours; and in the event of such intended *or desired* change resulting in a dispute, *it shall be unlawful for the employer to make effective a proposed change in wages or hours or for the employees to go on strike*, until the dispute has been finally dealt with by a board, and a copy of its report has been delivered through the Registrar to both the parties affected; *the application for the appointment of a board shall be made by the employers or employees proposing the change in wages or in hours*; neither of those parties shall alter the conditions of employment with respect to wages or hours, or on account of the dispute do or be concerned in doing, directly or indirectly, anything in the nature of a lockout or strike, or a suspension or discontinuance of employment or work, but the relationship of employer and employee shall continue uninterrupted by the dispute, or anything arising out of the dispute; but if, in the opinion of the board, either party uses this or any other provision of this Act for the purpose of unjustly maintaining a given condition of affairs through delay, and the board so reports to the minister, such party shall be guilty of an offence, and liable to the same penalties as are imposed for a violation of the next preceding section (Am. 1920, c. 29).

Sec. 58.—Any employer declaring or causing a lockout *or making effective a change in wages or hours* contrary to the provisions of this Act shall be liable to a fine of not less than one hundred dollars, nor more than one thousand dollars for each day or part of a day that such lockout *or change* exists.

THE AMENDMENTS EXPLAINED

The minister explained in the House of Commons on April 20 that the proposed amendment in section 15, relating to declarations by trade union officers, would facilitate applications for Boards of Investigation. In certain cases in the past, he said, workers' committees could not make applications as required by this section for the reason that communications which such committees would address to the employer remained unanswered, and that therefore the committees could not literally declare that negotiations had been held as required. Heretofore it had

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been difficult to affirm in certain cases that negotiations had taken place, and that all efforts to effect a settlement by negotiation had failed. The amendment proposed to meet this situation by declaring that, to warrant the forming of a board, it should be sufficient for the workers' committees to make a declaration that it had been impossible to secure a conference or enter into negotiation.

In regard to section 57, which governs the relations of parties pending proceedings, the minister explained the proposed amendments as follows:—

"It is proposed to place clearly upon one of the parties to the dispute the onus or responsibility of applying for the Board of Investigation. In many cases in the past the employer and the employee have waited for one or the other to move, the one expecting that the other was going to ask for a Board of Investigation, neither party accepting it as their responsibility to make the necessary application. It seems as though—in the general orderly process that, I think, Canada requires in the conduct of relations between employers and workmen—the responsibility for making the application should rest somewhere. We are trying, in section 57, to define where that responsibility shall rest and to indicate to either the employer or the employee, as the case may be, that it is his responsibility under the law to make the necessary application for the board."

The minister further emphasized the fact that in the past there had been no obligation upon either party to make a move. By far the largest number of applications that had been made for boards had been made by employees and not by employers. The purpose of the amendment was to assign properly the responsibility for failure to do the thing which the public expects shall be done on the part of an employer or on the part of the employee, and to oblige the party proposing a change to ask for a board if the dispute is not settled by mutual agreement.

THE SENATE AMENDMENTS

In its passage through the Senate the Bill, in the form in which it left the House of Commons, was strongly supported by Senator Dandurand, the Government leader. The principles of the Bill were also in general approved by Senator G. D. Robertson, former Minister of Labour, who favoured the amendments which the Bill proposed, and resisted other amendments proposed in the Senate as impairing the efficacy of the Act as it now stands.

Section 1 of the Bill, amending section 15 of the Act, was allowed to stand.

In the course of a debate on May 15 on section 2 of the Bill, Senator Robertson, former Minister of Labour, remarked as follows:—

"For years after the Industrial Disputes Act became law there was a persistent and continued opposition to it on the part of organized labour in this country, and every year from 1907 to 1912, at the annual sessions of the Labour Congress of Canada, resolutions were passed demanding the repeal of the law—in fact, I think I am safe in saying up to 1917. More recently, by reason of efforts that have been made by succeeding administrations to administer the law fairly and impartially and to show no favouritism to either party, labour slowly and surely acquired some confidence in the honest intentions of the law and the gentlemen who placed it upon the statute book. For sixteen years the labour organizations affected by this legislation had suffered, consequent upon the operation of the Act, all the losses that were entailed thereby, and all they ask, and all the Government asks in presenting this amendment to Parliament, is that the employers to-day be required to do likewise. The law as it stands now contemplated that the employers would respect it in that respect. But in 1922, when the general reduction was threatened, the Department of Justice was consulted, and said: 'Yes, the employers are undoubtedly violating the spirit of the Act, but we are afraid that they cannot be brought to book or penalized in any way'—Why? Because the penalty clauses of the Act only provide penalties for two offences: one, if employees go on strike contrary to the provisions of the Act; and, two, if the employer indulges in a lockout. In this case the employers were not locking out anybody; they were simply saying: 'We are going to reduce your wages; we are not violating the law'. But undoubtedly they were violating the spirit and intent of the law; so the Government to-day ask Parliament to endorse an amendment to the Act which will cause it to be interpreted as it was always intended that it should be, in such manner that will work equitably and fairly to all parties concerned and affected by it."

The Hon. Mr. Dandurand, speaking of the efficacy of the Act in the past, said:—

"The Industrial Disputes Investigation Act has brought about this result in Canada, that of 580 disputes referred under the terms of the statute from 1907 to 1923, there have been only 36 cases in which the threatened strike was not averted. I maintain that this is a very important result. One of the late Ministers of Labour, who was not from the labour world, the late Hon. Mr. Crothers, stated in 1917, after having had the administration of this Act under his supervision, the following opinion:—

'One sometimes hears it said that the labour laws of Australia are far in advance of ours, and I wish to say a word for the Industrial Disputes Investigation Act. Although the Act is not a child of mine, I have never lost an opportunity of giving credit to those who succeeded in getting this Act placed upon the statute book of Canada. I believe the principle involved in it is good, and I am sure that it has been the means of preventing large numbers of strikes. This Act has saved the wage earners of this country millions and millions of dollars. It has maintained industrial peace in scores of cases where very serious troubles would have developed but for the provisions of this or some similar Act.'

Section 2 was deleted from the Bill on the motion of Senator W. B. Ross, who said:—

"If you strike out this section and leave the matter as it is, you will be doing no injustice to labour. It will be in their interest to get as quick a decision as they can. The board can make this award as of the date when the reduction took place, and they will get their money. On the other hand, if you adopt this new procedure and require the company to go on at the existing rate of wages pending the decision of the board, and to do so under a penalty of \$1,000 a day, you may do a great injustice to the company, because if it should take three or four months they would pay out a large amount of wages in that time, and it is a commonplace to say that they would have no way of getting it back. As we are doing no injustice to the labourer and conferring no new right on the employer, I think it would be wise to strike out this section and leave the law as it is."

Senator Béique subsequently made a motion, which was agreed to, that section 57 of the Act stand as at present, but that the following paragraph be added as section 57a:—

"57a: It shall be unlawful for any employer without the consent of a majority of the employees evidenced in writing, signed by them, or their authorized representatives, or for any employee to make any change in the conditions of employment with respect to wages or hours, unless the party making the change has before doing so applied for the appointment of a board to which the dispute shall be submitted, and as regards wages the board may declare its decision retroactive to any date not anterior to that on which the change was made. On the failure of either party to abide by the decision of the board the other party may have recourse to a strike or lockout as the case may be."

On consideration of section 3 of the amending Bill, relating to the penalty for causing lockouts, Senator Lynch-Staunton proposed to amend section 8 of the Industrial Disputes Investigation Act, explaining his proposal as follows:—

"By the provision of subsection 3 of section 8 of the Act of 1907, where the employer and the employee do not agree upon a third arbitrator, the appointment is in the hands of the Minister of Labour. Now, it has been represented to me by very important employers that this is not a very satisfactory condition, and that a great many employers have refused to agree to a board because they have felt that the Minister of Labour, in the nature of things, cannot be an impartial umpire between the contending parties. They say that the selection should be made by a man who is not affiliated with either side. I point out that it has been stated here that nearly all the applications for boards have been made by employees. One of the reasons, as given to me—personally I know nothing about it—is that the labour representative consistently declines to agree to a third man, because he thinks that the Minister of Labour will cast a benevolent eye on his side. I therefore wish to substitute for the Minister of Labour the Chief Justice of the province in which the dispute arises, or, if the dispute interests more than one province, then the Chief Justice of the Supreme Court of Canada. I therefore beg leave to move:—

4. (1) Sub-section 2 of section eight of the said Act is hereby repealed and the following substituted therefor:—

'(2) If either of the parties fails or neglects to duly make any recommendation within the said period, or such extension thereof as the minister on cause shown

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grants, the Chief Justice of the province in which the dispute arose, or, if there be no such Chief Justice in that province, the Chief Justice of the highest court of last resort in civil matters in that province, or, in any case where the dispute did not arise in one province only, the Chief Justice of the Supreme Court of Canada, shall as soon thereafter as possible appoint a fit person to be a member of the board; and such member shall be deemed to be appointed on the recommendation of the said party.'

Section 4 of the said section eight is hereby repealed and the following substituted therefor:—

'(4) If the members chosen on the recommendation of the parties fail or neglect to duly make any recommendation within the said period, or such extension thereof as the minister on cause shown grants, the Chief Justice of the province in which the dispute arose, or, if there be no such Chief Justice in that province, the Chief Justice of the highest court of last resort in civil matters in that province, or, in any case where the dispute did not arise in one province only, the Chief Justice of the Supreme Court of Canada, shall as soon thereafter as possible appoint a fit person to be a third member of the board, and such member shall be deemed to be appointed on the recommendation of the other two members of the board.'

Then I will read it altogether:—

(3) The following is hereby added to the said section 8 as subsection 6 thereof:—

In subsections 2 and 4 of this section the expression "Chief Justice" includes any judge duly authorized as and for the Chief Justice."

The foregoing amendment was agreed to by a vote of 26 to 16.

On the third reading, Senator Robertson moved that the bill be referred back to the committee of the whole House for the purpose of reconsidering the proposed amendment to section 8 of the Industrial Disputes Investigation Act, on the ground that there had been a misunderstanding, and also with a view to an amendment which would permit a renewal of the practice of appointing judges as chairmen. Prior to 1920, he said, in almost every case in which the minister had to appoint a chairman of a Board of Conciliation a judge was selected, but in 1920 the Judges Act was amended, and again in 1921 it was further amended, so that judges could be used but not paid. "Experience taught the Labour Department that judges, like other men, are not very anxious to render special services unless they are compensated, so the department has been deprived of the services of judges as chairmen of boards."

Senator Robertson's motion was carried by a vote of 28 to 10. When, however, the Bill was recommitted and Senator Dandurand moved to strike out the amendment of Senator Lynch-Staunton, the committee voted by 35 to 25 to retain the amendment.

A further proposal to amend the Act by adding the following paragraph as section 57b was made by Senator G. V. White, but was negatived without a division:—

57b. It shall be unlawful for employers to declare a lockout, or for employees to go on strike, concerning any further matter or cause other than those affecting conditions of employment with respect to wages or hours, until such matter or cause has been finally dealt with by a board and copy of its report delivered through the Registrar to both parties affected.

The Bill as amended passed its third reading in the Senate on June 20.

NON-CONCURRENCE IN SENATE AMENDMENTS

When the amendments made in the Bill by the Senate were under consideration in the House of Commons on June 25 the Minister of Labour moved:—

"That a message be sent to the Senate to acquaint their Honours that this House disagrees to their amendments to Bill No. 84, an Act to amend the Industrial Disputes Investigation Act, 1907, for reasons that the said amendments defeat the objects aimed at in the Bill and would complicate rather than simplify procedure."

In explanation of the motion the minister made the following statement:—

This Bill as originally introduced into the House of Commons had as its object the amendment of sections 15, 57 and 58. No new features were proposed, the amendments seeking simply to convey more clearly the intent of those sections as they had been generally understood; also in the case of section 58 a specific penalty was provided for an offence with regard to which in the statute as it had stood a penalty was implied but not stated. The principal amendment was that whereby in section 57 it is provided that where employer or workmen intend or desire to make a change in wages or hours "it shall be unlawful for the employer to make effective a proposed change in wages or hours or for the employees to go on strike until the dispute has been finally dealt with by a board and a copy of its report has been delivered through the registrar to both the parties affected." This proposed amendment in no way varies the intent of the clause but makes its meaning indisputable. In the amending Bill this same section 57 is further amended by requiring that "the application for the appointment of a board shall be made by the employers or employees proposing the change in wages or hours." Whilst it has seemed clearly the intent of the statute that an application for the establishment of a board should proceed from the party proposing any such change as contemplated, yet this is not expressly stated, and, in the case of the several hundred boards which have been established in the past sixteen or seventeen years, the applications from the employers have been few in number, not, in fact, exceeding more than two or three per cent, a situation which has worked serious injustice to the workmen and has naturally aroused their resentment. Under the amendment proposed by the Minister of Labour when the employer proposed a change it would be his duty to make application for a conciliation board.

The amending Bill passed the House of Commons without change. As the Bill has been returned to this House, its object with respect to clarification of section 57 is entirely defeated, whilst an additional clause affecting the appointment of the chairman of a board has been added to the Bill, which, if accepted, would tend seriously to delay and embarrass those administering the statute. The Bill as it is now before parliament leaves section 57 without the clarifying additions proposed in the amending statute, but with a clause added which is quite inconsistent with and contrary in its effect to the main clause, for, whereas clause 57 as it now stands provides quite clearly that a change with regard to wages and hours cannot be made effective until any dispute arising has been "dealt with by a board and a copy of its report has been delivered through the registrar to both the parties affected," yet the proposed amendment of the upper house apparently seeks to have the proposed change effective as soon as the application for a board has been made.

The effect of this portion of the proposed addition to section 57 is therefore to render the whole section contradictory and confusing as between its different paragraphs. The remainder of the clause proposed as supplementary to section 57 adds to the confusion by introducing a reference to the retroactive character of the findings of a board. The reference in question does not actually add to the authority which a conciliation board has always been free to exercise, and, with regard to the declaration contained in the last sentence of the supplementary clause that "on the failure of either party to abide by the decision of the board, the other party may have recourse to a strike or lockout as the case may be," this also in no way increases or extends the rights or powers of the parties to a dispute beyond those which they would in any case possess under the statute. The amendment of the upper house with respect to section 57 would, therefore, have the effect of confusing, complicating and delaying procedure, without bringing compensating benefit of any kind.

The amendment proposed by the upper house with regard to section 8 respecting the appointment of a chairman introduces a new feature. The statute as it stands provides for the selection of a chairman by joint agreement when possible of the other two members of a conciliation board, and requires that, where no agreement is reached, the minister shall make the necessary appointment. In about one-half of several hundred boards which have been established a chairman has been secured by agreement. It had become a general though not invariable practice for the Minister of Labour, when called upon to appoint a chairman, to select a judge, but this practice ceased when two or three years ago the Judges' Act was so amended as to prohibit the acceptance by a judge of the fees ordinarily payable to a chairman or member of a conciliation board. It is true that the Minister of Labour is not under the Judges' Act, as it has been amended, prohibited from asking a judge to act as a chairman, nor is a judge apparently prohibited from accepting a chairmanship; but, since fees are no longer payable in such circumstances to a judge, it has not been thought reasonable as a rule to request a judge to undertake the duties involved in a chairmanship; such duties, it will be understood, are frequently of a severe and arduous nature and in nearly all cases are of the highest moment to employers and to large numbers of workmen, as well as frequently to the public. In two cases since the amendment of the Judges' Act, judges have been, however, appointed, once by the Minister of Labour of the late administration and once by the present Minister of Labour, but in the latter case the

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appointment was made on the joint recommendation of the other board members. In both cases the judges concerned accepted from a sense of public duty; no fees were of course paid them. It may be said that there is every advantage in a chairman being secured by joint agreement and the Minister of Labour appoints a chairman with reluctance. Inquiry shows that this has been the case with most previous ministers. The chances of an agreement are manifestly increased when a chairman is secured by joint request of other board members. The method or system, however, under which different Ministers of Labour have made appointments has not been the subject of any known criticism, and certainly the files contain no communications requesting or suggesting a change in the present practice.

The objections to the system laid down in the Senate amendment are obvious. In the first place, the appointment of a chairman by a Chief Justice, whether the Chief Justice of a province or of the Supreme Court of Canada, would entail inevitable delay. Such delays would be particularly unfortunate since, despite every effort under present procedure, one side or other of the disputing parties is sometimes disposed to object to the time necessarily occupied in procedure. In the second place, a Chief Justice or other judge cannot possibly be as intimately seized of the nature of the dispute involved and of the particular type therefore of man wanted for the chairmanship as would be the Minister of Labour, who has established the board and has been in touch with details of procedure from its inception. It would be impossible to convey to a judge at a distant point by correspondence, which would of necessity be as a rule by telegraph with consequent serious expenditure and some danger of inaccuracy, all the particulars which should be properly at hand to enable the judge to reach a correct conclusion as to the type of person apparently best suited for the important duties involved. The judge would exercise his best judgment and the appointment might or might not prove to be a good one. In any case the minister who is charged with the administration of the statute would be freed from responsibility on this most vital aspect of administration and the judges would become involved in the technicalities of departmental procedure. Since a considerable proportion of the disputes dealt with under the statute extend to two or more provinces, the task of naming the chairmen of conciliation boards would under the proposed Senate amendment fall most frequently to the Chief Justice of the Supreme Court, who from the nature of his functions may be presumed to be furthest removed from contact with industrial disputes and necessarily therefore the more dependent on the advice of others as to the type of person best suited for a chairman in a particular case. Despite the high legal and other attainments which a Chief Justice would undoubtedly possess, it is submitted that, in addition to the complication and delays in procedure which the proposed system of appointing chairmen would entail, the suggested change would be highly detrimental to the successful administration of the statute. I would, therefore, move that the amendment of the Senate be not concurred in.

After further debate the minister's motion was agreed to by the House of Commons without a division.

The Senate, on June 27, considered a message from the House of Commons to the effect that the House disagreed with the amendments made by the Senate, for the reason that these amendments defeated the objects aimed at in the Bill, and would complicate rather than simplify procedure. Senator Robertson endeavoured to effect a compromise by having the Senate amendment to section 57 enacted and that to section 8, *re* appointment of chairman, withdrawn, and moved accordingly that the Senate insist on its amendment to section 57, by adding section 57a, as proposed; this motion was carried. Senator Robertson next moved that the Senate do not insist upon its amendment with reference to the appointment of the Chief Justice, but this motion was negatived on a division by 32 votes to 26, and the Senate amendments remained as before. Accordingly a notice was sent to the House of Commons that the Senate insisted upon the amendments made by them in the Bill, for the following reasons: (1) Because the provisions of the Act should be equally applicable to employer and employee; (2) because the selection of the third arbitrator by the chief justice of a court would remove any possible objection that the person selected might be more closely associated with either one of the contending parties.

No further action was taken in the matter by the House of Commons and the amending Bill was dropped for the session with the result that the Act remains unchanged.

II.—CONCILIATION WORK

Apart from the administration of the Industrial Disputes Investigation Act, the good offices of the Department of Labour were employed during the year in connection with the adjustment of many labour disputes. The Minister of Labour assisted personally in certain cases and the services of various officers of the department, and particularly the fair wages officers, who are stationed at different industrial centres, were utilized extensively in conciliation work. The officers in question are: Mr. Theo. Bertrand, stationed at Montreal; Mr. W. D. Killins, stationed at Ottawa; Mr. E. N. Compton, stationed at Toronto; Mr. F. E. Harrison, stationed at Calgary; and Mr. D. T. Bulger, stationed at Vancouver. In addition to the assistance rendered by the fair wages officers, Mr. E. McG. Quirk, of Montreal, though not actually an officer of the department, acted as a special representative in connection with conciliation work in Quebec and the Maritime Provinces; the correspondents of the *Labour Gazette* and officers of the Employment Service of Canada at several points acted also in certain instances as conciliators.

Close attention was given throughout the year to the labour situation in the coal fields of Nova Scotia, Alberta, and British Columbia.

Mr. D. T. Bulger continued to act as Chairman of the Cost-of-Living Commission which was established in 1918 on request of the coal miners and operators of Vancouver island to deal with the cost of living and wages matters there. The other members of this commission are Mr. Tully Boyce, of Nanaimo, on behalf of the coal operators, and Mr. Matthew Gunniss, of Nanaimo, on behalf of the coal miners. Four reports were submitted by this commission, dealing with the cost of living for the quarters ending June 30, 1922; September 30, 1922; December 31, 1922, and March 31, 1923, respectively, and it was understood that wages adjustments were made in the principal coal mines of Vancouver island in accordance therewith.

Mr. F. E. Harrison, resident fair wages officer of the Department of Labour in Calgary, was in constant touch with the labour situation in the coal fields of Alberta and eastern British Columbia during the year. The coal mining industry in Alberta and southeastern British Columbia experienced an interruption in production on the expiry of the agreement between the Western Canada Coal Operators' Association and District 18 of the United Mine Workers of America on March 31, 1922. Efforts had previously been made by the Department of Labour to obviate this occurrence and reference is made elsewhere in the present report to the Board of Conciliation and Investigation which was established under the Industrial Disputes Investigation Act to deal with the matters in dispute. The award of the board was not accepted by the parties concerned and the cessation of coal mining operations continued into the month of August, when the Minister of Labour held conferences with the miners' representatives and executive officers of the Western Coal Miners' Association, which resulted on August 23 in the conclusion of an agreement and the immediate resumption of mining operations. Some 7,500 miners were concerned in this strike, which lasted for nearly five months. In the month of March, 1923, further conferences occurred between the Western Canada Coal Operators' Association and District 18 of the United Mine Workers of America, and an agreement was reached covering the year ending March 31, 1924.

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During the latter part of November a cessation of work took place at the coal mines at Cardiff, near Edmonton, and early in December the strike extended to the mines in and near the city of Edmonton, owing to the demand of the employees for an increase in wages and recognition of their union, which the operators refused. An attempt at mediation was made by the resident fair wages officer in Alberta, but without result. Conferences were held by him with representatives of the employers and employees but no satisfactory basis of adjustment was reached. Altogether nearly 800 employees were involved in the dispute, some of the mines concerned being closed down. In the spring, when the demand for coal lessened, some of the mines had not reopened, and a number of men were, therefore, still nominally on strike.

Labour disputes affecting the coal mining operations in Nova Scotia also received special attention at the hands of the Department of Labour during the past year. Apart from the proceedings under the Industrial Disputes Investigation Act, referred to elsewhere in the present report, the Minister of Labour kept in close touch with these matters personally, and Mr. E. McG. Quirk, of Montreal, visited Cape Breton as a special representative of the Department of Labour to assist in the adjustment of labour relations. Mr. Quirk also proceeded to Sydney under the minister's instructions, in connection with a strike which occurred in the Dominion Iron and Steel Company's mills in February, 1923. Application had been made by the steel workers, members of Sydney Lodge No. 1, Amalgamated Association of Iron, Steel and Tin Workers, in the month of January preceding for the establishment of a board under the Industrial Disputes Investigation Act to deal with their claim for the introduction of an 8-hour day, certain wages changes and the institution of the check-off system. Under section 63 of the Act, a board could only be established, however, with the consent of the company, and such consent was not given. The ensuing strike was attributed to alleged discrimination by the company in the discharge of one of the union officials. Mr. Quirk was instructed on February 14 to proceed to Sydney for the purpose of lending the good offices of the department in promoting an amicable settlement; a settlement was reached three days later.

Mr. Quirk visited Sydney again in March for the purpose of assisting in the avoidance of another impending strike of the steel workers in the Dominion Iron and Steel Company's plant, which, however, occurred some weeks later.

Shortly after assuming office as Minister of Labour in January, 1922, the Honourable James Murdock issued a statement to Canadian employers and workers, especially in the building and construction industries, urging them to endeavour to secure by mutual negotiations agreed understandings as to any wages changes which were to be applicable to work during the season of 1922. In making this appeal, the minister intimated that the Department of Labour did not assume to determine for employer or employee what their agreements as to wages or conditions should be, but urged as a public duty that they should reach mutually satisfactory agreements prior to March 31, so as to ensure that available outside working weather during the spring and summer months might not be wasted. Assistance was given on request by officers of the Department of Labour to the employers and workers in the building trades at certain points in the adjustment of their wages schedules, and there were comparatively few interruptions of work in the building trades during this season.

The strike in the railway shop trades, which occurred on railway lines in the United States in the month of July, 1922, fortunately did not involve the Canadian railways. Reference is made elsewhere to the establishment of

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several Boards of Conciliation and Investigation in this connection under the Industrial Disputes Investigation Act, 1907, to which the various disputes arising were referred.

Labour disputes affecting longshoremen and shipping companies occurred during the year at several points including Montreal, Vancouver and Chatham, N.B. No proceedings occurred under the Industrial Disputes Investigation Act in connection with these matters, but the good offices of the Department of Labour were utilized in conciliation proceedings. The most important of these disputes was that which occurred in the harbour of Montreal on the opening of navigation in the month of April. Mr. E. McG. Quirk held several conferences with the respective parties. The strike which occurred on April 17 was settled by mediation of the Mayor of Montreal on May 6.

Letters were received from workmen employed in the textile industry at several points, relative to wages disputes, and officers of the Department of Labour visited several of the cotton mills for the purpose of investigating the complaints and doing what was possible to promote mutual understanding between the employers and workers affected.

Mr. Quirk's services were utilized in the month of August, 1922, in connection with the adjustment of a dispute between the ship-liners of the port of Montreal and the shipping companies. This matter had previously been the subject of a reference under the Industrial Disputes Investigation Act but the report of the board had not been accepted by the companies concerned.

In December, 1922, Mr. Quirk made an investigation into charges that one of the Montreal taxi companies was discriminating against union members by dismissing the latter from its employ. An application was made on behalf of the workmen for the establishment of a board under the Industrial Disputes Investigation Act to deal with this case. As the matter in question was not one coming under the Industrial Disputes Investigation Act, the minister instructed Mr. Quirk to confer with the parties concerned and to do what was possible towards securing a settlement of the dispute. The matter was disposed of after several interviews with the employing company and workmen concerned. An assurance was given by the employer that there would be no discrimination against their employees by reason of their membership in labour unions.

Mr. Compton, apart from the duties of his position as fair wages officer, made an investigation into the earnings of workmen employed on car repairs for the Canadian National Railways in a factory in Hamilton, and reported thereon for the information of the Minister of Labour. Mr. Compton was instrumental also in securing an adjustment in a labour dispute in a wood-working factory in Meaford, Ont.

III.—FAIR WAGES

Reference was made in the last annual report to an Order in Council which was adopted on June 7, 1922, to secure the more effective observance of the fair wages policy; the complete text of the Order in Council was also printed in this report. The fair wages policy of the Government of Canada is based on a resolution of the House of Commons which was adopted at the session of 1900, as follows:—

“That it is resolved, that all Government contracts should contain such conditions as will prevent abuses, which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy, and deems it the duty of the Government to take immediate steps to give effect thereto.

“It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.”

Additional force was given to the fair wages resolution in the revision of the Railway Act in 1903 by the inclusion in that statute of a section requiring the payment of current rates of wages to all workmen engaged in the construction of lines of railway towards which the Parliament of Canada voted financial aid. An Order in Council was also adopted in 1907 requiring contractors to post fair wages schedules in a conspicuous place on the public works under construction and to keep a record of payments made to workmen in their employ, such records to be open for inspection by the fair wages officers of the Government. In conformity with the foregoing, conditions have been inserted since 1900 in Government contracts to which the fair wages policy applies requiring the observance of current wages rates. In connection with proposed works of construction schedules have been generally prepared setting forth the minimum wages rates and hours of labour to be observed in the performance of the contract. In other cases a clause was inserted calling for the observance of current wages and hours of the district and providing that in the event of any dispute arising as to what are the current wages or hours the same shall be determined by the Minister of Labour whose decision shall be final.

An examination of the fair wages clauses of the forms of contract in use in the several Government departments, which was made last year at the instance of the Minister of Labour, showed that these clauses differed in various respects. It was felt by the Minister that the labour provisions in question should be made as nearly uniform in terms and administration as possible and the Order in Council of June 7, 1922, adopted on report of the Minister of Labour was accordingly framed with this object in view. The Order in Council contains two sets of labour conditions, marked “A” and “B” respectively, the former applicable to “all contracts made on behalf of the Government of Canada for the construction or remodelling of public buildings of all kinds, railways, canals, roads, bridges, locks, dry docks, elevators, harbours, piers, wharves, lighthouses, and other works for the improvement and safety of transportation and navigation, rifle ranges, fortifications and other works of defence, dams, hydraulic works, slides, piers, booms, and other works for facilitating the transmission of timber, and all other works and properties constructed or remodelled for the Government of Canada;” the like conditions are as far as practicable

observable also by the departments of government in connection with all agreements involving the grant of Dominion public funds in the form of subsidy, advance, loan, or guarantee for any of the purposes mentioned. The conditions marked "B" are observable by the departments concerned in connection with "all contracts for the manufacture and supply to the Government of Canada of fittings for public buildings, harness, saddlery, clothing, and other outfit for the military and naval forces, Royal Canadian Mounted Police, letter carriers, and other Government officers and employees, mail bags, letter boxes, and other postal stores, and any other articles and things hereafter designated by the Governor in Council."

During the year 1922-23 the Department of Labour prepared fair wages conditions in connection with the execution of forty-five contracts. These were divided among the different departments of the Government as follows: Railways and Canals, 11; Indian Affairs, 10; Marine and Fisheries, 9; National Defence, 6; Public Works, 4; Interior, 4; Harbour Commissioners, 1.

WORKS FOR WHICH FAIR WAGES CONDITIONS PREPARED

The following tables give particulars regarding fair wages conditions prepared in the Department of Labour during the fiscal year 1922-23:—

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DEPARTMENT OF RAILWAYS AND CANALS

Nature of Work	Locality	Date fair wages conditions supplied by department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
Construction of sections 3 and 4. Re-surfacing roadway along north bank of Placing stone protection on summit level.	Welland Ship Canal, Ont. Soulanges Canal, Que. Welland Ship Canal, between Thorold and Port Colborne, Ont.	June 17, 1922. July 7, 1922. Aug. 5, 1922.	\$15,497,777.00 (estimated) \$145,530.00 (estimated) \$4.65 per cu. yd.	Vol. Page XXII 769 XXII 1214 XXII 1118
Paving portion of St. Patrick Street. Dredging. Construction of superstructure of a bridge at Lock No. 25, to carry Grand Trunk Railway over- anufacture, erection and completion of the steel super- structure for a single track railway bridge over Coffee River at mileage 41.1, and removal of the existing trestle and false-work.	Vicinity of Lachine Canal, Montreal, Que. Trent Canal, Balsam-Simcoe Division, Ont. Welland Ship Canal, Ont.	Aug. 14, 1922. Sept. 21, 1922. Sept. 22, 1922.	\$23,045.00 (estimated) \$10,000.00 (estimated) \$41,277.00 (estimated)	XXII 1214 XXII 1330 XXII 1330
Construction of a dam. Construction and erection of the steel superstructure of a highway swing bridge over. Construction of the Long Lake Cut-off. Supply and erection of the superstructure of a highway steel swing bridge near Lock No. 7.	Canadian National Railways, Amos Sub-division, Co. of Bellechase, Que. Trent Canal, Young's Point, Ont. Rideau Canal, Smith's Falls, Ont. Canadian National Railways, Northern Ontario. Chambly Canal, Chambly Basin, Que.	Oct. 18, 1922. Oct. 24, 1922. Nov. 8, 1922. Dec. 26, 1922. Jan. 20, 1923.	\$25,388.00 (estimated) \$107,197.00 (estimated) \$8,000.00. \$775,980.00 (estimated) \$20,000.00.	XXII 1214 XXIII 97 XXIII 187

DEPARTMENT OF PUBLIC WORKS

Reconstruction of Parliament Buildings.	Ottawa, Ont.	May 1, 1922. June 7, 1922.	Amount not specified. Contractors to receive percentage on actual cost of contract.	See XVI 1773 for original contract.
Installation of new heating system in ordinance stores building.	Westmount, Que.	July 29, 1922.	\$6,500.00.	XXII 1213
Installation of new freight elevator and alterations to present elevator enclosure in ordinance stores building.	Westmount, Que.	July 29, 1922.	\$7,000.00, and unit prices for additions or deductions in connection with contract. Excavation, \$2.50 per cu. yd. Concrete, including forms, \$15 per cu. yd. Reinforcing steel, 5c. per pound.	XXII 1213
Alterations, etc., to be made to public buildings.	Sussex, N.B.	Aug. 9, 1922.	No contract awarded.	

DEPARTMENT OF MARINE AND FISHERIES

Nature of Work	Locality	Date fair wages conditions supplied by department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published	Vol. Page
Erection of a wooden dwelling and steel skeleton tower on Island No. 10.	Vicinity of Shaganash, Lake Superior, Ont.	April 24, 1922....	No contract awarded.		
Construction of a fog-alarm building and wooden bridge.	Vicinity of Guion Island, Cape Breton Co., N.S.	May 4, 1922....	\$6,900.00.		
Construction of a fog-alarm building.	Vicinity of Lawyer Island, B.C.	May 12, 1922....	\$3,149.00.		
Construction of a new wooden wing at Miramichi Fish Hatchery.	South Elk, N.B.	July 17, 1922....	\$4,960.00.		
Construction of a new wooden dwelling house at Winnipegosis Hatchery.	Snake Island, Lake Winnipegosis, Man.	July 17, 1922....	\$5,237.00.		
Construction of a wooden dwelling.	Vicinity of Red Head, St. John Co., N.B.	Sept. 23, 1922....	\$4,634.00.		
Construction of a wooden dwelling and outbuildings.	Spectacle Island, Queen's Co., N.S.	Nov. 2, 1922....	No contract awarded, work performed by day labour.		
Construction of stone foundations at the Atlantic Biological Station.	St. Andrews, N.B.	Dec. 1, 1922....	\$970.00.		
Construction of a wooden dwelling.	Vicinity of East Point, King's Co., P.E.I.	Mar. 28, 1923....	No contract awarded when information written for on Mar. 30.		

DEPARTMENT OF NATIONAL DEFENCE

Maintenance of military property.	Halifax, N.S.	May 11, 1922....	No contract awarded, work performed by day labour.	
Maintenance of military property.	Rockcliffe Rifle Range, Rockcliffe, Ont.	June 9, 1922....	No contract awarded, work performed by day labour.	
Maintenance of military property.	London, Ont.	Aug. 16, 1922....	No contract awarded, work performed by day labour.	
Repairs to floors of drill hall.	Windsor, Ont.	Aug. 19, 1922....	\$2,890.00.	
Overhauling of electric light system at the armoury of the 4th Field Company, C.E.	Montreal, Que.	Nov. 27, 1922....	No contract awarded, work performed by day labour.	
Clearing trees and bush on several areas inside Petawawa Camp ground.	Petawawa, Ont.	Jan. 18, 1923....	No contract awarded.	

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DEPARTMENT OF INDIAN AFFAIRS

Alterations and additions to Indian boarding school.....	Fort Alexander Indian Reserve, east shore of Lake Winnipeg, Man....	July 22, 1922.....	\$20,700 00.
Erection of a portion of new Indian boarding school near Edmonton, Alta.....	Edmonton, Alta.....	Aug. 8, 1922.....	No contract awarded.
Erection of a barn.....	Alberni Boarding School, Alberni, B.C.....	Aug. 23, 1922.....	\$6,361.70.
Erection of a barn.....	Coqualeetza Indian Institute, Sardis, B.C.....	Aug. 24, 1922.....	\$10,445 00.
Alterations and additions to.....	Mohawk Institute, Brantford, Ont.....	Sept. 7, 1922.....	\$35,180 00.
Erection of a small day school.....	Big Cove Indian Reserve, N.B.....	Sept. 13, 1922.....	No contract awarded.
Erection of a small day school.....	Katzie Indian Reserve, near Port Hammond, B.C.....	Sept. 14, 1922.....	\$3,033 00.
Erection of two small day schools.....	Tyendinaga Indian Reserve, near Deseronto, Ont.....	Sept. 14, 1922.....	\$5,850 00.
Erection of a small hospital.....	Blackfoot Indian Reserve, south of Calgary, Alta.....	Sept. 18, 1922.....	No contract awarded.
Erection of a large Indian boarding school.....	Sardis, B.C.....	Mar. 12, 1923.....	

DEPARTMENT OF THE INTERIOR

Improvements in government park.....	Rocky Mountains Park, Banff, Alta.....	Schedule furnished monthly.	No contract awarded, work performed by day labour.
Improvements in government park.....	Jasper Park, Jasper, Alta.....	April 11, 1922..... Aug. 2, 1922.....	No contract awarded, work performed by day labour.
Rock work in government park.....	Rocky Mountains Park, Banff, Alta.....	Jan. 20, 1923.....	No contract awarded, work performed by day labour.
Improvements in government park.....	Waterton Lakes Park, Waterton, Alta.....	Mar. 14, 1923.....	No contract awarded, work performed by day labour.
HARBOUR COMMISSIONS			
Construction of grain elevator No. 3.....	Harbour of Montreal, Montreal, Que.....	Mar. 26, 1923.....	At end of fiscal year no contract had yet been awarded.

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TABLE showing, by Provinces, the Fair Wages Conditions prepared, 1922-23.

Department of Government	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Alberta	British Columbia	Total
Railways and Canals...				4	7				11
Public Works.....			1	2	1				4
Marine and Fisheries....	1	2	3		1	1		1	9
Indian Affairs.....			1		2	1	2	4	10
National Defence.....		1		1	4				6
Interior.....							4		4
Harbour Commissioners				1					1
Total.....	1	3	5	8	15	2	6	5	45

POST OFFICE CONTRACTS.—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1922-23.

Name of Order	Amount of Order
Making metal dating stamps and type and making other hand stamps and brass crown seals.....	\$ 11,084 33
Making and repairing rubber stamp daters, etc.....	2,950 47
Supplying stamping material, pads and ink.....	3,001 94
Making and repairing post office scales.....	1,842 05
Supplying mail bagging.....	70,977 75
Supplying mail bag fittings.....	60,771 08
Making up and supplying official uniforms.....	114,852 51
Making and supplying letter carriers' satchels.....	478 82
Supplying mail clerks' tin boxes, also repairing letter boxes, etc., and hampers.....	3,445 87
Making and repairing miscellaneous articles.....	2 20
Total.....	\$ 269,407 02

FAIR WAGES COMPLAINTS ON GOVERNMENT WORKS

As in previous years complaint was made to the Department of Labour in various cases that contractors for Government works were not complying with the fair wages requirements of their contracts. Most of these complaints related to alleged payment of lower wages rates than were contemplated by the contract. Investigation was made of all these complaints by fair wages officers of the Department of Labour and steps were taken to secure the rights of those concerned. Some of the contracts in question contained fair wages schedules. In other cases it was necessary for the fair wages officer to ascertain the rates current in the district, the requirement of the contract in these cases being that the contractor should pay the workpeople the rates of wages current in the district for the various classes of labour required.

The principal complaints received during the year related to the contracts for the construction of the Welland Ship Canal, which was the largest public work under way during the year. The first contracts on the Welland Ship Canal were placed in 1913. Work under these contracts was, however, discontinued during the war, but was later resumed under the direction of the

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Department of Railways and Canals. Contracts for the completion of sections 1, 2, 3, 4 and 5 were subsequently let by the Dominion Government and provision was made in all cases for the observance of the rates of wages and hours of labour current in the district for different classes of workmen employed. At the beginning of the season of 1922 various reductions were proposed in the wages rates which were unacceptable to the classes of labour affected. Inquiry was accordingly made by the Minister of Labour into the current wages conditions for the corresponding trades in the district and a schedule was sanctioned by the minister setting out the rates payable on the canal contracts, effective from May 1.

Following is a list of the complaints relative to alleged non-payment of fair wages rates on Government contract which were dealt with by the Department of Labour during the year:—

TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending
March 31, 1923

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
April 11, 1922	Rockcliffe, Ont. Rifle Ranges.	National Defence.	Alleged that carpenters were not being paid the prevailing rate of wages.	The matter was taken up with the Department of National Defence, and assurance was received that the prevailing rate would be paid.
April 19, 1922	Vancouver, B.C., Ballantyne Pier.	Vancouver Harbour Commissioners.	Strike of steam and operating engineers on account of reduction in wages.	Through the mediation of an officer of the department, who held conferences with the contractors, the engineers returned to work.
April 28, 1922	Toronto, Ont., Harbour Works.	Public Works.	Complaint regarding proposed reduction in wages of hoisting and portable engineers and demand for increased wages by carpenters.	The complaint of the hoisting engineers was referred to the Department of Public Works and was also investigated by an officer of the Department of Labour, who reported that the proposed new rates were those which had been recommended previously by the Department of Labour to the Department of Public Works. Further recommendations concerning wages were made to the Department of Public Works and assurance was received that the same would be put into effect. The demand of the carpenters for increased wages was also investigated by an officer of the department and an increase was recommended to the Department of Public Works to be retroactive from July 1.
May 1, 1922	Welland Ship Canal.	Railways and Canals.	1. Announcement by contractors of certain reductions in wages scale in effect during previous season.	1. The Minister of Labour prepared a fair wages schedule, setting out the current rates of the district payable to the different classes of workmen employed on the canal works, based on enquiries made throughout the district by two of the departmental fair wages officers. The rates contained in the schedule were disputed at the outset by the contractors, but were later accepted and made effective from May 1.
June 3, 1922			2. Complaint that workmen in some cases were requested to work excessively long hours at straight time.	2. The fair wages schedule sanctioned by the Minister of Labour did not deal with the subject of hours. The Minister expressed a desire that overtime work should be avoided as far as possible. The ten-hour day which had been in force during the previous summer continued in effect until the winter, when the working day was reduced to one of nine hours.
June 7, 1922			3. Request of steam shovel men for introduction of monthly system of pay to replace hourly rates.	3. Investigation was made by an officer of the department of this request, but it was not felt that the conditions of employment on other steam shovel work in the district justified the department in requesting the contractors to accept the workers' demand. A strike occurred of the latter on August 14, but was ineffective.
June 10, 1922			4. Complaint that the rate fixed for locomotive crane operators was lower than the rates current in the district.	4. Consideration was given to this complaint by the Minister, who did not feel that the information submitted warranted a change in the minimum rate previously set in the fair wages schedule. The rate for locomotive crane operators was, however, increased by the contractors during the fall.
July 19, 1922			5. Claim made by form builders employed on one of the sections of the canal for the same rates of pay as carpenters.	5. The claim of the workmen was presented in the form of a round robin and was supported by the threat of a strike. Their demand was granted.
Nov 17, 1922			6. Claim that electric hoist runners were entitled to the same wages rate as steam hoist engineers.	6. Enquiry failed to elicit information to support the claim in question and no action was taken.
			7. Individual claims for back time pay were received by the Minister of Labour from a number of workmen.	7. The claims in question were adjusted by the contractors.
Feb. 8, 1923			8. Alleged that iron-workers engaged in erection of bridge were not receiving the current rate of wages of the district.	8. The current rate of wages payable under the terms of contract was determined by the Minister after enquiry by an officer of the Department and was put into effect by the contractors.

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May 24, 1922	Providence Bay, Manitoulin Island, Ont., Wharf.	Public Works.....	Alleged that the prevailing rates of wages were not being paid to skilled workers.	The matter was taken up with the Department of Public Works, who investigated the same and found that skilled labour was not being employed on this work and that the current rate was not being paid for common labour. Assurance was later received that an increase had been granted to the complainants.
July 17, 1922	Trent Canal, Nussau Dam	Railways and Canals.	Alleged that carpenters were not being paid the current rates in the district.	An officer of the department investigated the matter and found that the claim was justified. A fair wages rate was recommended to the Department of Railways and Canals and made effective from July 15, 1922.
Aug. 10, 1922	North Sydney, Cape Breton, N.S., Repairs to breakwater. Barrington Cove, Sydney Mines, N.S., Reconstruction of wharf. Little Bras d'Or, Cape Breton, N.S., Repairs to wharf.	Public Works.....	Alleged that the prevailing rates of wages were not being paid.	The matter was referred to the Department of Public Works. Advice was received that an increase was being granted.
Jan. 25, 1923	Brantford, Ont., Redecorating Post Office.	Public Works.....	Alleged that painters were not being paid the prevailing rate of wages.	The matter was taken up with the Department of Public Works and was also investigated by an officer of the department and it was found that the claim was not justified.
Feb. 10, 1923	Montreal, Que., Grain Elevator No. 1, Steel storage bins.	Harbour Commissioners.	Alleged that the current rates in the district were not being paid.	The matter was taken up with the Department of Marine and Fisheries, who investigated the same and advised that the work in question was being performed by contract nor with the aid of any grant of Dominion public funds, but was being executed by employees of the Harbour Commissioners and that the wages paid conformed to a schedule agreed on between the Harbour Union of Montreal and the Commissioners in April, 1922, effective for one year.
Mar. 17, 1923	Esquimalt, B.C., Naval hospital.	Public Works.....	Alleged that the prevailing rates of wages were not being paid, and requesting that a fair wages schedule be posted on the works.	An officer of the department investigated the matter and found that the current rates of wages were being paid. The matter was also taken up with the Department of Public Works, who gave instructions to have the fair wages clause of the contract posted on the works.
Aug. 8, 1922	Esquimalt, B.C., Dry-dock	Public Works.....	Alleged that the sub-contractors were not paying overtime rates for time worked on Saturday from 12 o'clock noon to midnight. (Reference was made to this complaint in the last annual report.)	The matter was investigated by an officer of the department and it was found that two shifts were employed. The Minister of Labour made a ruling to the effect that where two shifts are employed, straight time at the regular hourly rates shall apply for work performed from 12 o'clock noon to midnight Saturday. The contractors were notified that a third shift which had been employed by one of the sub-contractors would be subject to overtime rates for hours in excess of forty-four per week.

IV.—STATISTICAL BRANCH

Under arrangements with the Dominion Statistician in accordance with the "Statistics Act, 1918," certain classes of statistics which specially relate to the work of the Department of Labour are dealt with by the officers of the department in co-operation with the Dominion Statistician, in close association with statistics of general social and economic conditions as organized in the Dominion Bureau of Statistics. The classification of industries and occupations drawn up in the Bureau is followed in the compilation of the statistics of labour. This arrangement was approved, as required under the Statistics Act, 1918, by an Order in Council dated October 16, 1922.

The following paragraphs review the statistical work of the department as to strikes and lockouts, wages and prices. A statement as to fatal industrial accidents appears in chapter V of the present report.

STRIKES AND LOCKOUTS DURING 1922

Strikes and lockouts during the calendar year 1922 numbered 85, as against 145 for the preceding year, but the number of workers involved stood at 41,050, as compared with 22,930 during 1921. In the amount of time loss, as well as in the number of employees involved, the figures in the disputes of 1922 greatly exceeded those of 1921, there being 1,975,276 working days lost in 1922, as against 956,461 in 1921, but approximately 50 per cent of this time loss occurred in a single strike, that of the coal miners in Alberta and British Columbia, which lasted from April to the end of August.

The departmental record of strikes and lockouts in Canada was begun on the establishment of the department toward the end of 1900 and particulars of industrial disputes have been given each month in the *Labour Gazette*; also as early in each year as possible a summary statement for the previous calendar year is printed in the *Labour Gazette*, with a statistical analysis. The figures are given for the calendar rather than the fiscal year, because in this form they become more easily comparable with statistics on the same subject gathered in other countries, which also as a rule use the calendar year. The figures printed are inclusive of all strikes which come to the knowledge of the department, and the methods taken to secure information practically preclude probability of omissions of a serious nature. So far as concerns figures given with respect to duration of strikes, numbers of employees concerned, etc., it is impossible always to secure exact information, but the estimate made in such cases is the result of painstaking methods in the collection of data, and, with increasing experience in dealing with the subject, it is believed that the statistics indicate the conditions with reasonable precision.

The record of the department includes lockouts as well as strikes, but a lockout or an industrial condition which is undoubtedly a lockout is rarely encountered. In the statistical tables, therefore, strikes and lockouts are recorded together under the term "industrial disputes".

A strike or lockout, included as such in the records of the department, is a cessation of work involving six or more employees, and lasting more than one working day. Disputes of only one day's duration or less and disputes involving less than six employees are not included in the published record, but a separate record of such disputes is maintained in the department. During 1922

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there were 14 such disputes involving 796 employees and a time loss of 1,539 working days. Among these 14 disputes there were the following involving fairly large numbers of employees: 2 strikes of coal shippers at Sydney, N.S., for increased wages, involving 202 employees, lasting 8 hours and 24 hours respectively, and causing a total time loss of 269 working days; a strike of coal miners at Drumheller, Alberta, for increased wages, involving 120 employees and a time loss of 120 working days; and a strike at a pulp and paper plant at Fort Frances, Ontario, for increased wages, involving 146 employees and a time loss of 243 working days.

The feature of the year was the great time loss due to strikes of employees in coal mining, 1,219,064 working days out of the total of 1,975,276 being due to the strikes in this industry, while most of this time loss, 931,960 days, occurred in a single strike in British Columbia and Alberta (District 18 of the United Mine Workers of America). In addition to this strike and the strike of nearly 15,000 miners in Nova Scotia in August, lasting nearly three weeks, there were twelve other strikes in coal mining. The accompanying chart shows that during the 22 years for which a record is available the time loss in strikes in coal mining has been great in 1922, 1919, 1917, 1913, 1911, 1910, 1909 and 1903, and that in each of these years it accounted for a large proportion of the total time loss for the year, except in the year 1919. The general strike at Winnipeg in 1919, in sympathy with a strike of the metal trades in that city, and the general sympathetic strikes in other cities, accounted for the large total of time loss due to metal trade strikes in that year. (The time loss in working days for metal trades in 1919, shown in the chart, includes also the time loss incurred in strikes in sympathy with strikes in the metal trades that year, 851,095 at Winnipeg and approximately 25,000 at Toronto, leaving a loss of 1,117,609 days for strikes in the metal trades only.) It will be noted that, except in 1918, 1919 and 1920, there has been very little time loss due to strikes in the metal trades.

The most important strikes of the year were two strikes of coal miners, that in British Columbia and Alberta, District 18 of the United Mine Workers of America, from April 1 to August 28, and that in Nova Scotia, District 26 of the same organization, from August 14 to September 5. The first of these strikes was against a proposed reduction in wages and was concurrent with a strike of coal miners in the United States against a reduction of wages. As in the United States, the scale of wages prior to the strike was renewed for the period September 1 to March 31, 1923, in most of the mines concerned. In Nova Scotia wages had been reduced early in the year and the employees struck for a renewal of the 1921 rates. The settlement provided for increased rates, but lower than in 1921. An account of these strikes appeared in the *Labour Gazette* for September.

Other important strikes were those in the printing trades, most of which commenced in the early summer of 1921, for the 44-hour week in job printing offices. Ten of these were carried over into 1922 and were also unsettled at the end of the year. The number of men on strike, however, was reduced gradually, settlements being effected with some employers, while some of the employees secured work with other employers and some returned to work on the employers' terms.

A strike of the railway employees of the steel and coal companies in the neighbourhood of Sydney, N.S., which began on November 22, 1920, was not settled until November 25, 1922, the employees resuming work on December 1, 1922, under agreements between the employing companies and committees of employees which established rates of pay and working conditions.

Other strikes causing considerable time loss were those of fishermen in British Columbia in July, coal miners near Edmonton in December, clothing

workers in Montreal on several occasions, and longshoremen in Montreal in April and May.

Of the 85 strikes and lockouts during the calendar year, 15 were carried over from 1921, there being 70 disputes commencing in 1922. The number of employees involved in these 85 disputes was 41,050 and the total time loss was estimated at 1,975,276 working days. This is ascertained by multiplying the number of men directly affected through each strike, or lockout, by the number of working days they are so affected during the time the firm or establishment is involved.

An analysis, by numbers of employees involved shows 1,000 or more employees involved in 4.7 per cent of the disputes, while in 56.5 per cent there were less than 100, and in 81.2 per cent less than 250 employees involved. As in 1921, a large proportion of the strikes were of brief duration, 43.6 per cent ending within 15 days. The number of strikes lasting 30 days or over was 21.2 per cent of the total number. As regards time loss, 31.8 per cent of the disputes resulted in a loss of less than 500 working days each and 42.4 per cent in a loss of less than 1,000 working days each. There were 4 strikes which resulted in a time loss of over 100,000 days each, two being in the mining group and two in the printing and publishing group.

The province most affected by industrial disputes during the year 1922 was Alberta, where 20 disputes (23.5 per cent of the total) occurred, involving 10,562 employees and causing a time loss of 966,842 working days. Nova Scotia had only 5 strikes, but 15,136 employees were involved and 321,062 working days lost. In Quebec there were 19 disputes, involving 10,666 employees and resulting in a time loss of 223,343 working days, while in Ontario the 24 disputes recorded affected only 2,934 employees, but caused a time loss of 368,018 working days.

An analysis by industries shows that, measured by time loss, the mining, smelting and quarrying group sustained the greatest loss, with 1,219,064 working days lost or 61.7 per cent of the total time loss for the year. The printing and publishing group was second with a time loss of 534,874 working days, or 27.1 per cent of the total. The time loss in the remaining groups was comparatively small, the third greatest loss being only 2.6 per cent of the total. The mining group was also the one most affected by disputes, when the unit of measurement is the number of employees involved, 25,179 employees having been affected. The clothing group was next with 5,626 employees, and water transportation third with 3,119 employees involved. The greatest number of disputes in any one group was 17 in building and construction. The mining, smelting and quarrying group was second with 14, and the printing and publishing third with 13 disputes.

Classified by causes, 58 of the 85 disputes recorded, or 68.2 per cent of the total, involved wages. Of this number 41 were in protest against wage reductions. Eight were for increased wages, 7 for increased wages and shorter hours and 2 for increased wages and other changes. In 4 of the strikes the cause was protest against longer hours, while 7 were for union recognition.

Fifteen disputes terminated in favour of the employees and 35 in favour of the employers; 20 were settled by compromise; while 15 were indefinite or unterminated. Taking the number of employees as the unit of measurement, the records show that 7,947 employees were involved in strikes that terminated unfavourably for them, while 14,462 were concerned in strikes which terminated in their favour. There were 15,796 employees involved in strikes that were settled by compromise, and 2,845 in disputes which remained unterminated at the end of the year, or were indefinite in result.

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As regards methods of settlement, 35 terminated as a result of negotiations between the parties in dispute, 5 through efforts of conciliation or mediation, instituted in three cases through the Department of Labour, and one by arbitration. In 15 disputes the employees returned to work on the employers' terms and in 13 strikes the strikers were replaced by other workers.

RECORD OF INDUSTRIAL DISPUTES BY YEARS

Year	Number of Disputes		Disputes in existence in the year		
	In existence in the year	Beginning in the year	Employers involved	Employees involved	Time loss in working days
1901.....	104	104	273	28,086	632,302
1902.....	121	121	420	12,264	120,940
1903.....	146	146	927	50,941	1,226,500
1904.....	99	99	575	16,482	265,004
1905.....	89	88	437	16,223	217,244
1906.....	141	141	1,015	26,050	359,797
1907.....	149	144	825	36,224	621,962
1908.....	68	65	175	25,293	708,285
1909.....	69	69	397	17,332	871,845
1910.....	84	82	1,335	21,280	718,635
1911.....	99	96	475	30,094	2,046,650
1912.....	150	148	989	40,511	1,099,208
1913.....	113	106	1,015	39,536	1,287,678
1914.....	44	40	205	8,678	430,054
1915.....	43	38	96	9,140	106,149
1916.....	75	74	271	21,157	208,277
1917.....	148	141	714	48,329	1,134,970
1918.....	196	191	766	68,489	763,341
1919.....	298	290	1,913	138,988	3,942,189
1920.....	285	272	1,273	52,150	886,754
1921.....	145	138	907	22,930	956,461
1922.....	85	70	569	41,050	1,975,276
Total.....	2,751*	2,663	15,572	770,327*	20,579,530*

* In these totals figures for disputes extending over the end of a year are counted more than once.

INDUSTRIAL DISPUTES, 1920, 1921 AND 1922, BY MONTHS

Period	Disputes in existence			No. of employees affected			Time loss in working days		
	1920	1921	1922	1920	1921	1922	1920	1921	1922
January.....	35	23	22	2,800	1,765	3,435	35,535	30,646	68,474
February.....	25	31	24	2,345	2,906	3,200	30,920	36,361	62,935
March.....	28	32	20	4,116	3,468	2,569	39,027	55,502	62,737
April.....	48	29	26	6,899	4,453	13,086	75,445	63,480	272,946
May.....	79	56	31	13,856	9,323	13,433	159,072	175,889	279,857
June.....	66	50	25	15,793	10,239	11,093	185,732	188,020	263,402
July.....	59	41	21	10,016	9,413	15,553	137,841	92,891	255,734
August.....	30	31	25	4,840	3,442	25,364	74,366	73,273	450,692
September.....	29	26	23	2,806	3,948	17,736	28,330	59,849	99,732
October.....	21	17	18	6,168	1,897	3,240	72,893	46,036	54,758
November.....	21	18	14	2,295	3,354	2,036	27,269	73,149	48,023
December.....	14	18	15	1,822	3,750	2,950	20,324	61,365	55,986
Year.....	*285	*145	*85	*52,150	*22,930	*41,050	886,754	956,461	1,975,276

* These figures relate only to the actual number of disputes in existence and the employees involved during the year, not being a summation in each case of the monthly figures.

WAGES AND HOURS OF LABOUR

Statistics as to wages and hours of labour are secured to a considerable extent in connection with the work of the department on strikes and lockouts, industrial agreements, conciliation and mediation proceedings under the Industrial Disputes Investigation Act, 1907, fair wage schedules, and reports of changes in wages and hours. Reports are also secured each year from representative employers in the various industries and from labour organizations as to the rates of wages in effect.

The series of bulletins on wages and hours of labour in Canada begun in 1921 has been continued, Report No. 4 issued in December, 1922, giving information as to rates of wages in certain trades and industries for 1921 and 1922. The accompanying table from that bulletin indicates the movement in wage rates during 1922 as compared with previous years for the classes included, and these index numbers are intended to show the trend in wage rates pending the calculation and publication of an index number covering the industries more completely. It will be noted that during 1922 wages continued to decline in the building trades, metal trades, on electric and steam railways, and in coal mining, as well as in factories and in lumbering, while in printing trades there was a slight decline in hourly rates.

The classes of labour for which rates were used for the calculation of the index number table for the period 1901 to 1922, are, in the main, skilled trades; and practically all, even the unskilled, are in most cities organized to a great extent in trade and labour unions. The statistics given in these tables, therefore, show wage rates and hours of labour in a number of organized occupations in certain cities at the period under review. They do not, however, indicate the changes in wages outside of industrial centres.

The index numbers showing to some extent the trend of wages for labour in factories and for the lumbering industry are calculated from sample rates for establishments throughout the Dominion and provide a comparison of the changes in these classes with the changes in the classes mentioned above. For instance the index numbers for these samples from 1911 to 1922 indicate that rates of wages for these classes increased from 1913 to 1920 in somewhat greater proportion than for occupations in the building, metal, printing trades, etc. The figures for 1921, as compared with 1920, in most cases showed somewhat greater decreases in the average for employees in factories and in lumbering than in the building, metal, printing trades, etc., but for 1922 the changes in the various groups, with the exception of printing, seem to average about five per cent decrease.

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TABLE OF INDEX NUMBERS OF RATES OF WAGES FOR VARIOUS CLASSES OF LABOUR IN CANADA, 1901-1922

1913=100

Year	Building Trades	Metal Trades	Printing Trades	Electric Railways	Steam Railways	Coal Mining	Average	Common Factory Labour	Miscellaneous Factory Trades	Lumbering
1901	60.3	68.6	60.0	64.0	70.8	82.8	67.8			
1902	64.2	70.2	61.6	68.0	73.6	83.8	70.2			
1903	67.4	73.3	62.6	71.1	76.7	85.3	72.7			
1904	69.7	75.9	66.1	73.1	78.6	85.1	74.8			
1905	73.0	78.6	68.5	73.5	78.9	86.3	76.5			
1906	76.9	79.8	72.2	75.7	80.2	87.4	78.7			
1907	80.2	82.4	78.4	81.4	85.5	93.6	83.6			
1908	81.5	84.7	80.5	81.8	86.7	94.8	85.0			
1909	83.1	86.2	83.4	81.1	86.7	95.1	85.9			
1910	86.9	88.8	87.8	85.7	91.2	94.2	89.1			
1911	90.2	91.0	91.6	88.1	96.4	97.5	92.5	94.9	95.4	93.3
1912	96.0	95.3	96.0	92.3	98.3	98.3	96.0	98.1	97.1	98.8
1913	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1914	100.8	100.5	102.4	101.0	101.7	101.9	101.4	101.0	103.2	94.7
1915	101.5	101.5	103.6	97.8	101.7	102.3	101.4	101.0	106.2	89.1
1916	102.4	106.9	105.8	102.2	104.9	111.7	105.7	110.4	115.1	109.5
1917	109.0	128.0	111.3	114.6	110.1	130.8	117.5	129.2	128.0	130.2
1918	125.9	155.2	123.7	142.9	133.2	157.8	139.8	152.3	146.8	150.5
1919	143.2	180.1	145.9	163.3	154.2	170.5	160.4	180.2	180.2	169.8
1920	180.9	209.4	184.0	184.2	186.6	197.7	192.1	215.3	216.8	202.7
1921	170.5	186.8	193.3	192.1	165.3	208.3	186.1	190.6	202.0	152.6
1922	162.5	173.7	192.3	184.4	155.1	197.8	176.8	183.0	189.1	146.7

Reports of important changes in wages and hours of labour are also given in the *Labour Gazette* from time to time. The reports and bulletins in the Annual Census of Industry issued by the Dominion Bureau of Statistics are reviewed in the *Labour Gazette* and the tables as to wages and earnings in each industry are reproduced in summary form.

The department secures so far as is possible copies of all industrial agreements between employers and employees and schedule of wages, and these are summarized each month in the *Labour Gazette*, sections of special importance or significance being given in full.

PRICES

The publication in the *Labour Gazette* each month of statistics of retail prices of staple goods, and of coal and wood and coal oil, and as to the rentals of six-roomed workingmen's houses in some sixty of the industrial centres of Canada, begun in 1910, has been continued. As during 1921, the figures as to food prices have been secured through the Dominion Bureau of Statistics from representative butchers and grocers in these centres as well as through the resident correspondents of the *Labour Gazette*. The calculation of a weekly family budget of foods, fuel and rent, in order to show the changes in the costs of these items from month to month, which has been continued and supplemented by information as to the changes in the cost of clothing, boots, etc., secured quarterly, has made possible the publication from time to time in the *Labour Gazette* of a table showing, by percentages, the changes in the cost of the principal items of family consumption as in the accompanying table.

In connection with the statistics of wholesale prices published by the department in special reports from 1910 to 1917 and monthly in the *Labour Gazette* since 1911, it is to be noted that, as a result of an arrangement made in 1918, the Dominion Statistician has constructed a new index number of whole-

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sale prices in Canada designed to replace that published by the department as the official index number for Canada. The new index number was published shortly after the close of the fiscal year in a special report entitled "Prices and Price Indexes, 1918-1922." This publication contained two index numbers. The first, "unweighted" like that published by the Labour Department, covered the period 1890 to 1921 and was constructed chiefly from the records of prices back to 1890 compiled and published by the department. The other, "weighted" according to the importance of the commodities, covered the period 1919 to 1922, and this index is kept up to date from month to month and is published in the *Labour Gazette*. Both of these index numbers are based upon prices in 1913 as 100. The index number calculated by the department covering the period 1890 to date (based upon prices 1890-1899 as 100) is now, therefore, published only in summary form in order to afford comparison with the earlier years. This will be discontinued when the Dominion Statistician has carried the new "weighted" number back for years prior to 1913. Other index numbers of wholesale prices in Canada calculated by Professor H. Micheil, the Canadian Bank of Commerce and the United States Federal Reserve Board, are given in summary form each month in the *Labour Gazette*.

Statistics as to the movements of prices in other countries have been published as in previous years, the considerable development of statistical work of this nature in nearly all countries having increased the amount of information available.

The statistics of wholesale prices collected by the department have been in considerable demand during the past year in connection with the analysis of the trend of prices and industrial and trade conditions.

The statistics of prices and cost of living have been used to a considerable extent in the adjustment of wages, while in some cases employers and employees have agreed to adjust wage rates from time to time according to the cost of living statistics in the *Labour Gazette*.

In the coal mining district of Vancouver island the operators and the miners have agreed to continue the arrangement made at the end of 1918, whereby the changes in the cost of living are ascertained every three months by a commission and a corresponding change in wages is effected. Such adjustments in wages are in the nature of a flat increase (or decrease) for all classes of employees, including the clerical and office staffs. The following adjustments were recommended and made during the fiscal year: May 1, 1922, an increase of $8\frac{1}{2}$ -9 cents per day; August 1, 1922, a decrease of 2 cents per day; November 1, 1922, a decrease of $15\frac{1}{2}$ -16 cents per day; February 1, 1923, a decrease of $4\frac{1}{2}$ cents per day. The lower of the two rates is for mines where the base rate was \$3 per day and the higher where the base rate was \$3.15 per day. The commission consisted of Mr. D. T. Bulger, Fair Wages Officer of the Department of Labour, chairman; Mr. Tully Boyce, for the operators; and Mr. Matthew Gunniss, for the miners.

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CHANGES IN THE COST OF LIVING IN CANADA FROM 1913 TO 1923

(Percentages of increase in cost by groups over 1913)

Date	Food	Fuel	Rent	Clothing	Sundries	All
Dec. 1914.....	8	2*	8*	10	.....	2
Dec. 1915.....	11	3*	16*	25	5	4
Dec. 1916.....	38	10	14*	43	10	19
Dec. 1917.....	67	34	6*	67	45	43
Dec. 1918.....	86	63	2	98	60	61
Dec. 1919.....	101	66	17	134	80	79
July 1920.....	130	91	34	160	90	101
Dec. 1920.....	102	118	39	135	90	92
Mar. 1921.....	80	109	39	95	87	77
June 1921.....	52	97	43	73	81	63
Sept. 1921.....	61	89	44	67	70	62
Dec. 1921.....	50	87	45	58	66	56
Mar. 1922.....	44	81	45	55	64	53
June 1922.....	39	79	46	55	64	51
Sept. 1922.....	40	90	47	55	64	53
Dec. 1922.....	42	87	46	55	64	53
Mar. 1923.....	47	90	47	55	64	55

* Decrease.

V—LABOUR GAZETTE

During the past fiscal year the *Labour Gazette* has been published monthly in both English and French, the average paid up monthly circulation of the English edition having been 8,968 copies, and of the French edition 1,632 copies. Many paid subscriptions are received from individual subscribers and several chartered banks and employers of labour have subscribed for certain of their officials. Included in the subscription list also are the names of many labour organization units which have subscribed for their whole membership. In addition to the paid circulation of the *Labour Gazette* copies are distributed gratuitously to public libraries, boards of trade, labour organizations, government departments, newspapers, trade journals (both at home and abroad), as well as to persons from whom the department seeks information. The average monthly distribution of complimentary copies has been 4,159 of the English edition and 575 of the French, making an aggregate monthly average circulation of the *Labour Gazette* for the fiscal year of 15,334 copies.

The *Labour Gazette* constitutes the medium of publication of the official record of all proceedings under the Industrial Disputes Investigation Act, 1907, and publishes in full all reports of boards of conciliation and investigation. It also prints either complete or summarized reports of proceedings of official commissions, of employers and workers' conventions, and of international and other important conferences held in Canada and other countries and relating to industrial matters. The *Labour Gazette* also contains in condensed form information concerning industrial disputes and agreements, fluctuations in employment, changes in wages and hours of labour and other working conditions, the course of wholesale and retail prices in Canada and other countries, fatal industrial accidents, technical education and many other subjects. In order that such information with respect to Canada shall be as comprehensible as possible, the department maintains correspondents in some sixty-three industrial centres in the Dominion. Reports have been given of important legal proceedings and of typical legal decisions affecting labour. Among the outstanding legal decisions that have been summarized were two delivered by the Permanent Court of International Justice, one with reference to the appointment of workers' delegates to the International Labour Conference and the other in regard to the competence of the International Labour Organization to deal with agricultural labour, a judgment of the United States Supreme Court respecting the liability of trade unions for strike damages; an important decision reported also was a judgment of the Judicial Committee of the Privy Council respecting the employment of Orientals in British Columbia lumber camps. Summaries were published of new legislation of an industrial or social nature enacted in Canada, Great Britain, the United States and other countries, and the text of various Orders in Council of interest to labour was given in full. Among the special articles appearing in the *Labour Gazette* during the year may be mentioned a summary of the proceedings under the Industrial Disputes Investigation Act since 1907, and an analysis of the changes in the cost of living in Canada and other countries from 1913 to 1922. The subject of apprenticeship was dealt with in a number of articles, and other interesting movements such as labour banks, workers' education, housing plans, etc., were discussed from time to time.

In the preparation and indexing of volume XXII of the *Labour Gazette*, which covers the calendar year 1922, care has been taken to present material in concise form in order both to facilitate the work of reference and to effect economy in the matter of space. During the year it was found necessary to have reprints of certain articles of unusual industrial interest.

In addition to the work in connection with the publication of the *Labour Gazette* there was prepared in this branch a compilation of labour legislation enacted by the Dominion and provinces during 1922. Information with reference to various matters dealt with in the *Labour Gazette* was also supplied on request, particularly with regard to labour legislation and industrial accidents.

The *Labour Gazette*, being an official publication, and the matter appearing therein being largely of a specialized nature, its contents become frequently a matter of quotation. Credit to the *Labour Gazette* is usually given where the publication quoting is of recognized standing, and the journals named below are among those which, during the year, reprinted, in whole or in part, original articles appearing in the *Labour Gazette*. The following list is by no means inclusive, and does not of course include ordinary references to the monthly and quarterly statistical articles on employment, prices, industrial accidents, etc.: International Labour Office, Industrial Labour Information, British Labour Gazette, United States Monthly Labour Review, Weekly News Summary (U.S. Department of Labour), American Labour Legislation Review, Bloomfield's Labour Digest, Industrial News Survey, New Zealand Employers' Federation Industrial Bulletin, Industrial Canada, Canadian Manufacturer, Maritime Mining Record, Social Welfare, Ottawa Capital, International Brotherhood of Blacksmiths, Drop Forgers, and Helpers' Monthly Journal, and Labour Leader.

FATAL INDUSTRIAL ACCIDENTS IN CANADA, IN 1922

The Department of Labour maintains a record of fatal accidents occurring to workmen in the course of their employment, collected from Provincial Workmen's Compensation Boards, Factory and Mines Inspectors, the Board of Railway Commissioners, the press, and other sources. This record is published quarterly in the *Labour Gazette*, with an annual summary, the special object being to illustrate the hazards connected with specific employments.

In the Vital Statistics section of the Dominion Bureau of Statistics, a comprehensive record of deaths, including deaths by accident, is maintained monthly through transcripts forwarded by the Provincial Registrars General (P.C. 693, dated April 22, 1919). Deaths in this record are classified by causes according to the International Code. The Transportation Branch of the Bureau also compiles a special report on railway accidents. The departmental record is checked annually for verification and definite report with the vital statistical returns of the Bureau—similarity of industrial and occupational classification being maintained.

The accompanying table summarizes the statistics as to fatal industrial accidents in Canada from month to month with comparative figures for the year 1921.

While an effort has been made to have the record as complete as possible it should be understood that it does not necessarily include all the fatal industrial accidents that may have occurred in the course of the year.

During the year reports of industrial fatalities were received by the Department from a number of sources, among which may be mentioned the following: For Canada, the Board of Railway Commissioners and the Explosives Division

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of the Department of Mines, Ottawa; for Nova Scotia, the Workmen's Compensation Board, and the Department of Public Works and Mines; for New Brunswick, the Workmen's Compensation Board; for Quebec, the Department of Public Works and Labour, and the Bureau of Mines; for Ontario, the Factory Inspector, the Workmen's Compensation Board, the Ontario Railway and Municipal Board, the Algoma Central and Hudson Bay Railway, the Algoma Steel Corporation Limited, and the Lake Superior Paper Company; for Manitoba, the Bureau of Labour, and the Workmen's Compensation Board; for Saskatchewan, the Bureau of Labour; for Alberta, the Workmen's Compensation Board; and for British Columbia, the Department of Mines, and the Workmen's Compensation Board.

According to the record, 1,107 deaths were due to industrial accidents in 1922 as compared with 922 in 1921. The transportation and public utilities group had the largest number of fatalities, there being 317 deaths, or 28.6 per cent of the total for all groups. Of these 141, or 12.7 per cent, occurred on the steam railways, and 88, or 7.9 per cent, in water transportation. Seventy-one deaths occurred in the steam railway service through the worker being struck by, run over by, or crushed by or between cars or engines, 24 were due to derailments and collisions, and 24 to falls from cars and engines. In the mining, non-ferrous smelting and quarrying group, there were reported 168 deaths, of which 97 occurred in the coal mining industry. Falls of rock, stone, etc., and cave-ins accounted for 65 deaths, 37 were due to explosions, and 19 to mine and quarry cars. In the manufacturing industry there were 159 deaths recorded, 43 of which occurred in saw and planing mills, 39 in the industries of iron, steel and their products, and 10 in the vegetable foods, drink and tobacco group. In the saw and planing mills, 20 deaths were due to machinery and "prime movers" used in the working of machinery and 9 were due to "flying objects" including wood rebounding from saws, etc. In the iron, steel and their products group, 7 deaths were due to trains and 5 were caused by infection. In the lumbering industry, 147 deaths were reported, of which 36 were due to falling trees, branches, etc., and 37 were due to drowning. In the construction group, there were 145 deaths, 40 of which were due to falls and 32 to falling objects. The record of all the industries shows 69 deaths due to machinery and "prime movers", 39 due to hoisting apparatus, and 118 to dangerous substances, among which are included: steam escapes and boiler explosions, 6; explosive substances, 58; and electric currents, 41. There were 124 deaths due to drownings, 26 to infection and 17 to asphyxiation.

The distribution according to provinces showed Ontario with the highest death record, 469, while in British Columbia and Quebec there were 190 and 155 respectively. In the monthly analysis the largest number was shown in December, there being 119 fatalities reported in that month, while in August there were 116. In the third quarter of the year there were 335 deaths reported and in the last quarter 326. Further particulars of these fatalities can be obtained from the quarterly statements appearing in the issues of the *Labour Gazette* for June, August and November, 1922, and February, 1923. In addition to the fatalities given in these quarterly statements five others have since been reported, all of which occurred in Ontario. These comprised a bushman killed by being struck by a tree, a motorman with a mining company killed by the overturning of a car, an engineer with a manufacturing company who fell through a trap door, a labourer at a creamery who received a fractured skull, and a sailor who was drowned.

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FATAL INDUSTRIAL ACCIDENTS DURING 1922, BY MONTHS

Industry or Trade	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total	Per cent of Total
Agriculture.....		1	6	2			6	17	16	5	6	6	65	5.9
Logging.....	6	10	9	15	12	7	15	10	9	16	24	14	147	13.3
Fishing and Trapping.....	1		2	2	5			2			2	6	20	1.8
Mining, Non-Ferrous Smelting and														
Quarrying.....	12	9	9	5	13	7	8	29	17	20	17	22	163	15.2
Metalliferous mining.....	4	3	2	2	4	4	1	2	1	6		6	35	3.2
Coal mining.....	5	3	6	3	7		5	23	16	6	12	11	97	8.8
Non-metallic mineral mining and														
quarrying, n.e.s.....	3	1					1	4		8	2	3	22	2.0
Clay products and structural materi-														
als, n.e.s.....		2	1		2	3	1				3	2	14	1.2
Manufacturing.....	9	13	13	9	17	17	17	14	13	9	13	15	159	14.4
Vegetable foods, drink and tobacco.....		1	3			1	1	1	1			2	10	.9
Animal foods.....					2	1	2	3				1	9	.8
Textiles.....	1					1			1				3	.3
Clothing, n.e.s.....						1							1	.1
Leather, fur and products.....				2									3	.3
Rubber goods.....			1				2						3	.2
Pulp, paper and paper goods.....		3			6	2	1	1	1		1	3	19	1.7
Printing and publishing.....	1									1			3	.3
Saw and planing mills.....	2	4	4	6	5	4	3	2	4	5	3	1	43	3.9
Wood products.....	3	3	3		2	5	5	5	3	2	2	6	39	3.5
Iron, steel, and products.....							1						2	.2
Non-ferrous metal products.....	1	1						1	1				4	.4
Non-metallic mineral products.....		1	1	1	1	1					2	1	8	.7
Chemical and allied products.....								1	1				5	.5
Miscellaneous industries.....						1		1	1		1	1		
Construction.....	4	3	3	12	9	25	25	15	14	14	8	13	145	13.1
Buildings and structures.....	2	1		3	5	6	10	5	4	11	4	4	55	5.0
Railway construction.....			1	2	2	6	5		2	2	3	1	24	2.1
Shipbuilding.....													1	.1
Miscellaneous construction.....	2	2	2	7	2	13	10	10	8	1	1	7	65	5.9
Transportation and Public Utilities....	15	19	18	43	15	30	35	21	29	29	24	39	317	28.5
Steam railways.....	13	13	5	12	9	18	11	9	12	13	11	15	141	12.7
Street and electric railways.....		1				1	2				1	2	8	.7
Water transportation.....	1	3	6	24	3	3	13	3	4	5	4	19	88	7.9
Air transportation.....				1									1	.1
Storage and local transportation.....		1	2	2	3	2	3	4	9	7	4	3	40	3.6
Telegraphs and telephones.....	1	1	5	3	1	3	1	2	1	1			16	1.5
Public utilities, n.e.s.....				1		3	6	3	2	4	4		23	2.1
Trade.....	1			3	1	1	1	2	3		2	1	17	1.5
Retail.....	1		2	2	1	1		1	3		1	1	13	1.1
Warehousing.....				1			1	1			1		4	.4
Service.....	3		2	2	6	4	4	4	5	5	3	1	39	3.5
Public and municipal.....	3		2		3	4	3	1	4	3	3		26	2.3
Custom and repair.....				1									1	.1
Recreational.....					1				1				1	.1
Laundering and dyeing.....					2			1					2	.2
Personal.....				1	1		1	2		2		1	9	.8
Miscellaneous.....	2	3	1	3	2	3		2	2	5	5	2	30	2.7
Totals for 1922.....	53	58	65	96	80	94	111	116	108	103	104	119	1107	100.0
Revised figures for 1921.....	72	64	68	73	86	73	91	75	81	85	84	70	922	

VI. THE EMPLOYMENT SERVICE BRANCH

The present statement represents the fifth annual report of the Employment Service Branch of the department, known commonly as the Employment Service of Canada, being for the fiscal year ended March 31, 1923. Agreements were effected with all the provinces except New Brunswick and Prince Edward Island. Agreements were also made with the cities of Moncton, Chatham and St. John, New Brunswick, in accordance with the 1920 amendment to the Employment Offices Co-ordination Act. The New Brunswick Government arranged with the municipalities concerned to pay twenty-five per cent of their expenditure on employment offices.

At the beginning of the year there were seventy-six employment offices operating under the Employment Offices Co-ordination Act and at the end of the year there were seventy-eight, distributed among the provinces as follows: Nova Scotia, 5; New Brunswick, 3; Quebec, 5; Ontario, 26; Manitoba, 10; Saskatchewan, 10; Alberta, 6; British Columbia, 13. During the year the office at Kelowna, B.C., was closed and new offices were opened at St. John, New Brunswick, and The Pas, Manitoba. In addition a separate office for women was opened in Halifax, N.S., and two junior offices were listed for Winnipeg (one for girls and one for boys) instead of one.

The agreements effected with the provinces and with the municipalities respectively followed generally the lines of the preceding year, the only change of importance being with regard to the matter of unrefunded advances for transportation. Since 1919 unrefunded advances for travelling expenses of persons sent to employment at a distance and secured through the Employment Service have been included as proper expenditures under the Act, provided that no payment was to be made by the Federal Government on account of losses in excess of ten per cent of the total advances made during the year. This limitation was omitted in the 1922-23 agreement.

LIST OF EMPLOYMENT OFFICES

The following is a list of employment offices and clearing houses operated under the Employment Offices Co-ordination Act as at March 31, 1923:—

Nova Scotia.—Amherst, Halifax (2), New Glasgow, Sydney.

New Brunswick.—Chatham, Moncton, St. John.

Quebec.—Hull, Montreal, Quebec, Sherbrooke, Three Rivers.

Ontario.—Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton, Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa, Pembroke, Peterboro, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Sudbury, Timmins, Toronto (2), Windsor.

Manitoba.—Brandon, Dauphin, The Pas, Portage la Prairie, Winnipeg (6).

Saskatchewan.—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina (2), Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta.—Calgary, Drumheller, Edmonton, Lethbridge, MacLeod, Medicine Hat.

British Columbia.—Cranbrook, Fernie, Kamloops, Nanaimo, Nelson, New Westminster, Prince George, Prince Rupert, Revelstoke, Vancouver (2), Vernon, Victoria.

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Provincial Clearing Houses.—Montreal, Toronto, Winnipeg, Regina, Calgary, Vancouver.

Interprovincial Clearing Houses (Department of Labour).—Eastern Clearing House, Ottawa; Western Clearing House, Winnipeg.

STATISTICAL REPORT OF EMPLOYMENT OFFICES

During the year the number of applications for employment reported by the offices of the Employment Service was 547,377, of which 440,663 were from men and 106,714 from women. During the preceding year applications for employment numbered 546,168.

The number of vacancies notified by employers to the Employment Service was 489,816, of which 383,878 were for men and 105,938 for women workers. Vacancies reported to the Service during the preceding year totalled 437,682.

During the fiscal year the offices of the Service effected a total of 412,527 placements, of which 300,982 were in regular employment, and 111,545 in casual work. (Employment of a duration of one week or less is termed casual). Placements of men in regular employment numbered 267,558, and of women were 33,424, while of the placements in casual work 65,832 were of men and 45,713 of women. The total number of placements reported during the fiscal year 1921-22 was 363,475, of which 276,867 were in regular employment and 86,608 in casual work.

The following tables show the applications, vacancies and placements, in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the fiscal year:—

TABLE No. I.—Applications for employment as reported by the offices of the Employment Service of Canada in the various Provinces during the year April, 1922-March, 1923 (Inclusive).

Province	Men	Women	Total
Nova Scotia.....	12,050	3,008	15,058
New Brunswick.....	9,348	2,335	11,683
Quebec.....	30,058	7,105	37,163
Ontario.....	158,374	44,223	202,597
Manitoba.....	51,147	23,245	74,392
Saskatchewan.....	67,076	6,999	74,075
Alberta.....	43,914	8,711	52,625
British Columbia.....	68,696	11,088	79,784
Canada.....	440,663	106,714	547,377

TABLE No. II.—Vacancies in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1922-March, 1923 (Inclusive).

Province	Men	Women	Total
Nova Scotia.....	8,799	2,713	11,512
New Brunswick.....	8,391	2,170	10,561
Quebec.....	12,074	6,016	18,090
Ontario.....	150,771	45,186	195,957
Manitoba.....	49,132	23,653	72,785
Saskatchewan.....	81,940	9,099	90,999
Alberta.....	36,031	9,212	45,243
British Columbia.....	36,740	7,929	44,669
Canada.....	383,878	105,938	489,816

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TABLE No. III.—Placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1922-March, 1923 (Inclusive).

Province	Regular Placements			Casual Placements			Total Placements		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Nova Scotia.....	4,461	1,338	5,799	3,139	713	3,852	7,600	2,051	9,651
New Brunswick.....	4,458	827	5,285	3,288	813	4,101	7,746	1,640	9,386
Quebec.....	11,107	4,609	15,716	231	332	563	11,338	4,941	16,279
Ontario.....	95,557	9,712	105,269	35,133	20,411	55,544	130,690	30,123	160,813
Manitoba.....	34,496	4,881	39,377	7,314	15,624	22,938	41,810	20,505	62,315
Saskatchewan.....	60,319	3,872	64,191	4,203	1,852	6,055	64,522	5,724	70,246
Alberta.....	28,061	4,195	32,256	3,847	3,126	6,973	31,908	7,321	39,229
British Columbia.....	29,099	3,990	33,089	8,677	2,842	11,519	37,776	6,832	44,608
Canada.....	267,558	33,424	300,982	65,832	45,713	111,545	333,390	79,137	412,527

DISBURSEMENTS TO THE PROVINCES AND TO THE MUNICIPALITIES OF MONCTON, CHATHAM AND ST. JOHN, N.B.

For the fiscal year under review the federal disbursements to the provinces and to the municipalities of Moncton, Chatham and St. John, N.B., for the maintenance of employment offices totalled \$237,032.60. The following table shows the distribution of the payments among the different items of expense accepted as proper maintenance expenditures under the agreement.

EMPLOYMENT OFFICES CO-ORDINATION ACT, FISCAL YEAR 1922-23

	Salaries	Travel- ling Expenses	Rental and Janitor	Heat	Light	Water	Office Supplies and Expenses	Tele- phones	Tele- grams	Postage, Express, and Cartage	Adver- tising	Repairs, and Alter- ations	Unre- funded advances for Trans- portation	Totals
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Nova Scotia.....	5,354 81	237 36	1,319 89	101 30	45 54	.....	167 47	298 96	68 98	81 98	491 16	107 43	.....	8,274 88
Quebec.....	14,607 56	431 56	1,629 50	35 96	74 50	7 50	753 16	392 88	17 92	132 33	232 09	.....	.....	18,314 96
Ontario.....	59,925 70	2,335 56	12,601 37	632 08	305 84	32 87	1,893 75	2,648 40	992 12	1,027 87	369 36	.....	.....	82,764 92
Manitoba.....	22,644 98	205 74	4,385 80	79 25	155 76	28 66	988 03	1,373 06	130 08	434 28	41 50	288 80	.....	30,755 94
Saskatchewan.....	19,767 72	1,545 31	5,040 12	88 17	88 94	2 29	559 81	1,096 68	391 77	641 64	225 22	944 44	135 97	30,528 08
Alberta.....	17,347 92	1,861 18	5,155 00	57 81	59 79	6 35	660 22	1,726 31	259 24	249 23	1,462 71	.....	.....	28,545 76
British Columbia.....	21,557 96	579 32	4,388 68	99 29	122 00	1 37	1,733 48	1,136 25	693 46	366 88	61 05	.....	.....	30,739 74
City of Moncton, N.B.....	2,659 50	12 72	300 00	25 00	14 39	.....	* 113 83	105 42	63 45	38 45	77 10	1 75	.....	3,411 61
City of Chatham, N.B.....	900 00	36 97	291 00	.....	6 00	3 00	28 51	39 77	5 75	14 14	3 03	.....	.....	1,328 17
City of St. John, N.B.....	1,596 81	21 00	281 19	.....	7 67	.....	31 91	47 22	8 24	10 50	64 00	.....	.....	2,068 54
Totals.....	166,362 96	7,266 72	35,392 55	1,118 86	880 43	82 04	6,930 17	8,864 95	2,631 01	2,997 30	3,027 22	1,342 42	135 97	237,032 60

STAFF

At the beginning of the fiscal year there were 310 persons in the Employment Service. Fifty-four of these were on the staff of the Dominion Government—46 in the Department of Labour at Ottawa, 6 in the Interprovincial Clearing House at Winnipeg, and 2 in the Branch Clearing House at Halifax. The remaining 256 were on the staffs of the various provincial governments as follows: Nova Scotia, 8; New Brunswick, 5; Quebec, 25; Ontario, 94; Manitoba, 32; Saskatchewan, 30; Alberta, 28; British Columbia, 34.

At the end of the year the total number of employees in the Employment Service had decreased to 272. The staff in the Department of Labour at Ottawa had been reduced to 23, and 4 persons were employed in the Interprovincial Clearing House at Winnipeg, a total of 27 in the employ of the Federal Government; the continuance of a federal office in the Maritime Provinces beyond the close of the fiscal year was considered unnecessary. The reduction of the staff at Ottawa was accounted for in part by the transfer of certain statistical work as mentioned below to the Dominion Statistician; other reductions were effected by a rearrangement of work and occasionally by the discontinuance of certain duties which though regarded as necessary at the incorporation of the Employment Service system became unnecessary as the work developed. The remaining 245 were employed by the provincial governments as follows: Nova Scotia, 9; New Brunswick, 8; Quebec, 25; Ontario, 91; Manitoba, 29; Saskatchewan, 26; Alberta, 24; British Columbia, 33.

CONFERENCES

The fourth annual meeting of the Employment Service of Canada was held at Ottawa, June 7-9. Prior to the meeting a two-day conference of employment office officials was held at which questions of administration and technique were discussed, while the yearly conference of western representatives of the Service was held at Winnipeg, March 1 and 2, 1923. Some features of the proceedings of these meetings are mentioned later.

EMPLOYMENT STATISTICS

During the first half of the fiscal year statistics covering the field of employment were gathered by the Employment Service from four principal sources; semi-monthly reports from employers, daily reports from employment offices, monthly trade union reports and reports on building permits. Towards the end of the calendar year the work of collecting and compiling statistics from the first and last of these four sources was transferred to the Dominion Bureau of Statistics and for the remainder of the fiscal year ended March 31, 1923, the Employment Service gathered statistics from employment offices and from trade unions only.

Daily reports from all the offices of the Employment Service throughout Canada show the number of orders for workers received, the number of applications from workers received, and the number of placements made. Reports from trade unions throughout the country show the number of members in each union and the number of members out of work or working short time, reflecting in a measure the state of employment in the more skilled trades. These reports are received monthly from approximately 1,500 labour organizations with an aggregate membership of 151,000.

For slightly over a year the Employment Service issued a bulletin "Employment", containing statistical and other information. In November, 1922, however, it was decided to publish in the *Labour Gazette* the data hitherto appearing in "Employment" and the latter publication was accordingly discontinued.

LABOUR MOBILITY

The clearance work of the Employment Service was carried on during the year along the lines previously developed and the arrangement with regard to the admission of workers from Great Britain, involving close co-operation between the Immigration Department and the Employment Service, also continued in effect. This system of co-operation was commended at the fourth annual meeting of the Employment Service Council of Canada in June, 1922, and it was recommended that the arrangement be made more effective by providing that persons shall be permitted to recruit labour from the United Kingdom for employment in Canada only under the supervision of the British Minister of Labour.

Since 1919 a special transportation rate for persons being sent to employment at a distance has been granted. This rate during the year under review was 2·7 cents per mile with a minimum fare of \$4, tickets issued at this rate being second class. The rate obtains over the following railways: Canadian National Railways, Canadian Pacific Railway, Grand Trunk Railway, Dominion Atlantic Railways, Kettle Valley Railroad, Michigan Central Railway, Pacific Great Eastern Railway, Quebec Central Railway, Temiskaming and Northern Ontario Railway, and Wabash Railroad. Reduced fare applies only in cases of bona fide placements through the Employment Service and presupposes the existence of a well-organized system of provincial and interprovincial clearance to insure that persons will not be despatched long distances when suitable employment is available near at hand.

The number of special rate certificates issued by offices of the Service during the fiscal year 1922-23 was 38,252, of which 22,879 were issued to points in the same province as the despatching offices and 15,373 to points in other provinces. The accompanying table shows details relating to the certificates issued.

CERTIFICATES FOR SPECIAL TRANSPORTATION RATE ISSUED FROM APRIL 1, 1922, TO MARCH 31, 1923

Issuing Province	B.C.	Alta.	Sask.	Man.	Ont.	Que.	N.B.	N.S.	Inter.	Prov.
British Columbia.....		4,140	1,554	9	0	0	0	0	5,703	1,716
Alberta.....	116		680	0	0	0	0	0	796	3,878
Saskatchewan.....	30	58		771	117	0	0	0	976	3,854
Manitoba.....	3	11	884		3,679	0	0	0	4,577	3,950
Ontario.....	1	0	368	409		472	2	0	1,252	9,037
Quebec.....	0	0	1	81	1,880		0	0	1,962	444
New Brunswick.....	0	0	1	32	0	0		0	33	0
Nova Scotia.....	0	0	0	74	0	0	0		74	0
Totals.....	150	4,209	3,488	1,376	5,676	472	2	0	15,373	22,879

Total certificates issued, 38,252

The subject of advancing transportation to unemployed workers was fully discussed by the Employment Service Council of Canada and a committee was appointed to submit a report on the subject. The recommendations of this committee adopted by the Council were as follows: (1) That when a provincial Employment Service desires the Department of Labour to participate in the cost of any scheme of advancing transportation fares to persons being transferred by the Service within the boundaries of the province, the general regulations governing such advances shall be submitted to the minister for approval, (2) That in the case of transfer of labour from one province to another through the Employment Service no advance for transportation shall be made by the transferring province without the consent of the receiving province. All such transfers must also be made in strict accordance with the regulations governing

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the interprovincial transfer of labour, (3) That in all such cases the advances shall be made only where persons are being sent to employment secured through the Service and upon an understanding as to the refund of fares, (4) That whenever any provincial Employment Service incurs financial loss in the transfer of workers under the accepted regulations, such loss shall be shared equally between the province concerned and the Federal Department of Labour.

FARM LABOUR

In view of the demand for farm workers at seeding time the railways agreed to grant a considerably reduced fare during April, 1922, to persons in the coast cities seeking farm work through the offices of the Employment Service. Under this arrangement 1,362 men were shipped from British Columbia to the prairies. It was found that this supply would not be sufficient to meet the spring and summer demand in Saskatchewan. By an arrangement with the Canadian Pacific and Canadian National Railways, however, special rates were granted for one week in May to farm workers going from Toronto, Hamilton or Ottawa to Moose Jaw, Regina, Saskatoon, Swift Current, Weyburn and Yorkton, and three hundred men were sent under this arrangement.

The meeting of the Employment Service Council of Canada held in Ottawa in June was attended by representatives of the railways and the mobilization and distribution of harvest labour were discussed at length. It was felt that it would be advisable for the railways to run the 1922 excursions from the East on the same basis as in previous years, but that the 1921 arrangement of selecting harvest workers in British Columbia through the Employment Service should again be made for the 1922 season.

Towards the end of July a meeting was held in Winnipeg to discuss arrangements for the excursions. This conference was attended by representatives of the passenger departments of the Canadian Pacific and Canadian National Railways, representatives of the organized farmers of the three Prairie Provinces and representatives of the Employment Service from those provinces and from British Columbia. The number of men likely to be required, the rates of wages and the dates for the excursions were discussed.

Excursions were run from the Maritime Provinces, Quebec and Ontario, harvesters' tickets to Winnipeg being sold at rates varying from \$15 to \$22 according to point of departure, and transportation from Winnipeg to destination at the rate of one-half cent per mile. The number of excursionists forwarded from the East was as follows: by the Canadian Pacific, 18,761, and by the Canadian National-Grand Trunk Railways, 14,147. In addition 3,920 workers selected by the Employment Service were shipped from British Columbia at the special rates of \$10 from Vancouver, and \$11 from Victoria, and about 250 were shipped from eastern and southern British Columbia offices at the Employment Service reduced transportation rate. As additional men were needed for Manitoba the railways agreed to continue the special excursion fare to Winnipeg and the rate of one-half cent per mile to points in Manitoba only for workers selected by the Employment Service in certain eastern cities. Under this arrangement, which was effective from August 26 to September 2, about 400 workers were shipped from the East.

In order to secure the assistance and advice of the United Farmers of Manitoba in handling the many difficult problems in connection with supplying farm labour, delegates from the organization were invited to be present at the conference of western representatives of the Employment Service held in Winnipeg, March 1 and 2, 1923. Various phases of the problem were discussed at some length, including the question of wages and the possibility of importing farm help from Europe.

PLACEMENT OF SPECIAL CLASSES

The specialized work involved in the placement of workers of certain classes has been recognized by the Employment Service and where the volume of business has warranted such a step, separate divisions for some classes have been established. Where separate sections are not maintained, the interviewing and placement are handled by special officers.

In Toronto and Winnipeg separate professional and business and junior sections are maintained, and in the former city a special division for handicapped workers has also been provided.

Separate divisions for women are maintained in all the larger offices, and in the Women's Divisions of the Toronto and Winnipeg offices separate sections have been provided for the placement of women in farm, domestic and professional and business employment. The total number of placements of women during the fiscal year 1922-23 was 76,739. Of these 45,713 were in casual employment.

At the meeting of the Employment Service Council in June, 1922, a session was devoted to the problem of the placement of handicapped returned soldiers and industrial workers. The Minister of Soldiers' Civil Re-establishment, the Minister of Labour, and a member of the parliamentary committee on re-establishment of returned soldiers, attended the conference to discuss the question. A committee was appointed to consider handicapped placement work. This committee recommended that the Department of Soldiers' Civil Re-establishment should discontinue its employment activities on a date to be arranged between the Federal and Provincial governments; that the placement of disabled ex-service men be handled by the Employment Service of Canada by means of a special section where considered necessary by the provincial employment service officials; and that the Federal Government should reimburse the Provincial Governments for the additional expense incurred by the Employment Service of Canada in carrying out these proposals. The committee also expressed the opinion that these recommendations should not be considered as relieving the Federal Government of the responsibility for those men who on account of war service disabilities are unemployable.

PROVINCIAL AND LOCAL EMPLOYMENT SERVICE COUNCILS

At the fourth annual meeting of the Employment Service Council of Canada, the committee appointed to report on unemployment recommended that in order to maintain and make more effective the interest of the community in unemployment and to co-operate with local authorities in measures for dealing with it, the Minister of Labour should make representations to the various Provincial Governments to appoint immediately provincial and local employment service councils in accordance with the terms of the agreement under the Employment Offices Co-ordination Act.

The employment service councils already established continued to function during the fiscal year ended March 31, 1923, and in addition a provincial employment service council for Ontario was appointed under Order in Council dated August 3. This council is composed of representatives of employers, employees, women in industry, banking interests, agricultural interests and soldier interests together with an impartial chairman. In addition to considering ways of promoting the efficiency of the Employment Service in Ontario, the Council studied means of preventing and alleviating unemployment. Particular attention was given in this connection to seasonal employment, relief work and the purchase of supplies by public bodies.

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One of the first subjects discussed by the provincial council was the establishment of local councils throughout the province, the localities in which councils should be formed and the membership of such councils being among the points touched upon. Toward the end of the year, the Provincial Council upon being informed that the minister had agreed to the establishment of local councils in five centres, resolved that councils should be established in Toronto, Hamilton, Ottawa, London and Windsor, and recommended that the personnel of the local councils should be based upon the same principle of representation as that of the Employment Service Council of Ontario.

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VACANCIES AND PLACEMENTS OF THE EMPLOYMENT SERVICE

Industry	Nova Scotia			New Brunswick			Quebec			Ontario		
	Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
		Regu- lar	Cas- ual		Regu- lar	Cas- ual		Regu- lar	Cas- ual		Regu- lar	Cas- ual
MANUFACTURING.....	1,721	1,132	456	688	451	153	1,185	714	35	29,705	20,508	3,444
Animal products, edible.....	49	42	7	4	4	1	16	17		1,354	844	290
Fur and its products.....	1		1	2	2	1				23	9	3
Leather and its products.....	2	1	1	1			26	15		500	225	151
Lumber and its products.....	223	303	58	383	297	34	150	111	1	2,545	1,568	366
Musical instruments.....				1	1		1	1		102	40	13
Pulp and paper products.....	57	21	24	45	9	32	217	134	22	5,924	3,911	602
Rubber products.....	1		1	1	1		39	15		972	540	49
Textile products.....	53	27	19	28	13	16	204	72	3	2,068	1,021	186
Plant products, edible.....	49	27	23	38	17	13	61	31	2	3,108	2,003	434
Wood distillates, etc.....										24	22	
Chemical and allied products.....	13	9	1	11	5	5	27	20		716	536	134
Clay, glass and stone.....	28	24	2	3	1		80	11	1	1,069	784	123
Electric current.....	132	54	56	6	5		21	20		1,150	1,035	111
Electric apparatus.....	7	7		1	1		5	5		841	683	69
Iron and steel products.....	864	443	232	126	67	46	157	123	6	7,282	5,840	560
Non-ferrous metal products.....				3	2	1	31	12		484	342	42
Mineral products.....	198	154	18	11	11		62	51		862	666	163
Miscellaneous.....	37	18	11	24	16	4	88	76		681	439	148
LOGGING.....	512	467	17	1,049	791	45	1,924	3,388		24,131	15,216	100
FISHING.....	80	1	75							7	8	
FARMING.....	393	435	15	183	105	6	407	420		12,125	10,808	317
MINING.....	953	144		169	102	16	290	78		1,564	1,339	34
Coal.....	929	118		141	95	2				1	16	
Metallic ores.....	9	8		7	5					1,379	1,159	28
Non-metallic ores.....	15	18		21	5	9	290	78		184	164	5
COMMUNICATION.....	39	23	15	2	2		7	4	1	391	326	20
TRANSPORTATION.....	582	169	386	670	274	347	660	476	71	5,841	3,756	1,514
Street railway and cartage.....	77	14	63	30	12	16	192	127	28	1,693	965	612
Railway.....	368	105	239	553	191	324	13	10	2	1,525	973	326
Shipping and stevedoring.....	137	50	84	87	71	7	455	339	41	2,623	1,818	576
CONSTRUCTION AND MAINTEN- ANCE.....	2,321	1,777	392	2,995	2,365	536	6,340	5,254	22	45,261	37,988	3,004
Railway.....	255	138	85	1,257	1,021	261	758	648		19,323	17,834	142
Highway.....	686	570	69	142	132	7	734	672		4,778	3,001	1,122
Building and other.....	1,380	1,069	288	1,596	1,212	268	4,848	3,934	22	21,160	17,153	1,740
SERVICES.....	4,049	1,463	1,911	4,539	1,083	2,869	6,853	5,155	421	71,587	12,787	44,735
Hotel and Restaurant.....	253	174	36	153	101	28	875	584	9	3,221	1,704	232
Recreational.....	71	15	52	46	28	18	59	53		650	295	253
Professional.....	208	73	105	112	42	51	199	114	14	1,840	1,049	493
Governmental.....	658	118	481	607	106	492	24	9		21,233	2,009	19,080
Personal.....	1,844	581	928	2,515	432	1,811	3,240	2,272	330	26,728	4,995	14,712
Household.....	1,015	502	309	1,097	367	469	2,454	2,122	68	17,888	2,729	9,964
Farm.....				9	7		2	1		27	6	1
TRADE.....	767	160	526	227	97	108	333	190	12	4,364	2,155	1,862
Retail.....	620	131	420	218	94	102	282	168	9	3,512	1,703	1,549
Wholesale.....	147	29	106	9	3	6	51	22	3	852	452	313
FINANCE.....	95	28	59	39	15	21	91	37	1	981	378	514
ALL INDUSTRIES.....	11,512	5,799	3,852	10,561	5,285	4,101	18,090	15,716	563	195,957	105,269	55,544
Men.....	8,799	4,461	3,139	8,391	4,458	3,288	12,074	11,107	231	150,771	95,557	35,133
Women.....	2,713	1,338	713	2,170	827	813	6,016	4,609	332	45,186	9,712	20,411

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BY INDUSTRIES, APRIL 1, 1922 TO MARCH 31, 1923

Manitoba			Saskatchewan			Alberta			British Columbia			Canada		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
2,735	1,484	1,300	980	420	435	1,838	1,433	278	7,282	4,251	1,637	46,134	30,393	7,738
166	60	85	119	35	77	118	50	50	178	93	88	2,004	1,145	598
39	8	29	7	7	7	23	3	21	2	13	7	97	22	69
54	22	30	12	8	5	49	13	29	126	13	104	770	297	320
418	463	108	270	133	65	625	534	41	4,500	3,023	330	9,114	6,432	1,003
295	210	170	81	3	76	22	10	9	175	118	44	6,816	4,416	979
10	1	6	2	2	2	2	2	2	29	17	13	1,055	575	71
184	50	111	22	9	10	18	13	2	62	23	40	2,639	1,228	387
435	98	315	88	38	47	89	69	18	452	184	201	4,320	2,467	1,053
2	3	8	1	1	1	14	8	1	2	11	22	835	595	172
17	6	8	3	4	3	263	250	4	34	175	36	1,828	1,345	189
96	60	19	54	40	4	12	10	1	100	84	1	1,468	1,241	176
43	32	4	4	1	3	4	3	1	1	195	1	868	705	74
8	6	2	1	83	233	143	75	695	695	120	470	10,081	7,114	1,745
531	212	273	193	4	1	16	10	2	145	54	5	704	494	80
14	5	7	4	1	1	293	287	4	171	70	70	1,758	1,323	289
107	57	24	54	43	10	56	28	18	374	141	201	1,044	930	533
316	194	106	68	18	45	56	28	18	8,217	6,978	57	43,024	36,889	233
2,103	5,246	7	2,502	2,446	3	2,676	2,357	4	2	2	2	89	9	77
32,917	22,261	748	66,773	50,134	670	18,790	15,714	215	3,374	8,101	116	134,962	107,978	2,087
9	71	340	360	1,628	1,410	10	2,499	2,078	28	7,452	28	7,452	5,582	88
4	60	338	334	1,616	1,313	10	143	50	13	3,168	13	3,168	1,926	26
5	11	23	3	2	89	8	2,190	1,901	10	3,991	5	3,991	3,242	43
85	62	15	160	147	12	85	61	6	166	127	5	693	414	19
1,051	419	541	1,335	725	441	850	664	171	138	100	16	907	725	85
588	239	297	426	161	231	315	178	135	1,423	435	986	12,412	6,918	4,457
454	172	244	887	564	195	529	480	36	414	85	332	3,735	1,781	1,714
9	8	22	15	6	6	6	6	6	181	95	69	4,510	2,590	1,435
5,525	3,841	1,272	6,087	4,984	443	6,166	5,371	433	828	255	585	4,167	2,547	1,308
1,137	945	7	3,525	3,124	61	1,779	1,654	3	9,795	6,764	2,069	84,490	68,344	8,171
632	560	61	467	347	26	1,223	1,152	24	3,022	2,446	24	31,056	27,810	533
3,756	2,336	1,204	2,095	1,513	356	3,164	2,565	406	967	371	444	9,629	6,805	1,753
26,234	5,265	17,719	11,680	4,609	3,369	12,264	4,894	5,413	5,806	3,947	1,601	43,805	33,729	5,885
2,117	1,560	265	1,199	736	41	1,555	1,222	74	10,138	4,036	5,211	147,354	39,292	81,648
260	86	159	123	22	99	153	72	61	1,196	822	230	10,569	6,903	915
504	328	109	1,577	940	131	215	144	36	1,155	40	108	1,517	611	750
107	55	18	185	75	108	147	87	59	314	199	83	4,969	2,889	1,012
14,365	1,801	10,837	5,537	1,680	2,008	6,850	1,963	3,787	1,003	332	505	23,964	2,791	20,753
8,584	1,257	6,331	2,470	918	978	2,846	1,113	1,395	4,808	1,696	2,801	65,887	15,400	37,214
297	178	599	258	4	498	293	1	1	2,649	940	1,483	39,003	9,948	20,997
1,138	711	1,290	1,077	350	645	912	330	440	13	7	1	1,445	750	7
1,490	598	798	797	243	463	666	254	329	1,646	298	1,293	11,464	4,291	6,176
648	113	492	280	107	182	246	76	111	1,178	220	918	8,763	3,411	4,588
78	17	46	55	16	37	34	22	3	468	78	375	2,701	880	1,588
72,785	39,377	22,938	90,999	64,191	6,055	45,243	32,256	6,973	155	48	104	1,528	561	785
49,132	34,496	7,314	81,940	60,319	4,203	36,031	28,061	3,847	44,669	33,089	11,519	489,816	300,982	111,545
23,653	4,881	15,624	9,059	3,872	1,852	9,212	4,195	3,126	36,740	29,099	8,677	383,878	267,558	65,832
									7,929	3,990	2,842	105,938	33,424	45,713

VII. TECHNICAL EDUCATION

The fourth year of the operation of the Technical Education Act has been a time of testing for vocational education throughout the Dominion. Provincial Governments have reduced expenditures wherever possible and in some places vocational work has suffered along with other branches of education. The total expenditures by the Provincial Governments on work coming within the provisions of the Technical Education Act decreased from \$2,201,534.03 in 1921-22 to \$1,835,093.20 for the past year, causing a corresponding decrease in the federal grants from \$720,336.05 to \$648,227.03. Classes have been discontinued in a number of the smaller places and there has been a decrease in the enrolments in the western provinces and in New Brunswick, but the increases in the other provinces have more than counterbalanced this falling off and the total enrolment in all classes shows an increase of 8,334 over the previous year. The number of pupils in day classes increased from 13,588 to 16,242, in evening classes from 46,219 to 53,080, and in correspondence departments from 613 to 978, giving a total enrolment in all classes of 70,300. A larger number of prospective teachers enrolled in the summer training schools and the number of teachers engaged in the work increased from 2,268 to 2,674. Thus it will be seen that, despite decreased financial support, vocational education has continued to grow and is meeting the needs of a considerable portion of the urban population of the country in over 150 municipalities. Full particulars of expenditures and enrolments are given in the four tables at the close of this report and in the statistics included in the appended reports from the various provinces.

STATISTICS

It should be noted that table IV gives the number of communities conducting day and evening classes, not the number of schools. In previous years an attempt was made to show the number of schools in operation throughout the Dominion, but it has been found advisable to discontinue this practice. There is no uniform definition of the word "school" and the provincial statistics are based on different conceptions of what constitutes a school. In some cases two or more different types of schools are grouped together under one administrative head and called a school even where the classes are conducted in several buildings; in other cases each separate building is called a school; in a few cases two or more vocational schools are conducted in the same building. Correspondence departments, itinerant instruction, branch schools, extension work, etc., add to the difficulty of interpreting reports. Until a uniform statistical system can be devised it will be impossible, simply by studying the statistical tables, to accurately compare returns from the various provinces or to obtain a clear conception of the work being done. The differences are not confined to any one branch of the work, but occur in nomenclature, school terms, records, courses of study, organization and administration. It is advisable that each province should organize its work to meet its own requirements, but it would be very useful to have a more uniform method of reporting the work done. Statistics for the past year are much more uniform than formerly, but are still unsatisfactory.

FUTURE OUTLOOK

The reports from Prince Edward Island, Nova Scotia, Ontario and British Columbia indicate satisfactory developments during the past year, and there are a number of reasons for expecting improved conditions in the other provinces during the current year. The development of the work under the trying conditions of the past year, the recent organization of the provincial administrative bodies in New Brunswick, the pending appointments of provincial directors in Quebec and Alberta, the splendid grain crop of the West and the expected improvement in the economic conditions of the country are a few of the reasons for an optimistic outlook.

VOCATIONAL EDUCATION IS NOT UNDERSTOOD

Vocational education in Canada is a new development which has not yet attained definite form and which is misunderstood by a large proportion of the public and by many educationists. Very few people have any clear idea of the aims, organization or methods of the schools receiving grants under the Technical Education Act.

One of the greatest obstacles to the development of vocational education in Canada is the indifference of the public and the failure of the educational authorities to give the people a clear understanding of what they are trying to do. There has been a general antipathy against advertising school work and it has been assumed that in some mysterious way the people will know what is in the minds of the men who are promoting the work. Parents judge the schools by results, but, unless they know what results are to be expected, they form erroneous impressions and condemn a school for not doing things which are beyond its scope or power. The aversion to advertising is gradually disappearing and it is apparent that the communities in which the work is making the best progress are usually those in which it is best advertised. When the people are convinced that vocational education is needed and that an earnest effort is being made to meet the need, they are usually prepared to give the financial and moral support necessary to success.

Promoters of the work should become thoroughly acquainted with the local educational needs and provisions before organizing new classes. They should have definite objectives in view and should see to it that the teaching staff, accommodation and equipment are suitable for the work, before asking students to attend classes. The results should be carefully observed and the courses altered to meet unexpected demands during the first few years of operation. In as far as practical the system should be developed to meet the individual needs of the students, rather than to fit the requirements of existing institutions and established customs. In many places the work has failed simply because of the unwillingness or inability of public officials and teachers to change their viewpoint and methods.

It takes time to develop a new system of education, and it should always be borne in mind that vocational education is in the early stages of development and must be continually altered as experience is gained. There is no doubt of the need for the work, but the people must be informed of this need and must be convinced of the necessity for supporting the work until it has had an opportunity to prove its value.

ADVERTISING

Some of the means which have been used for giving the public information about the work to be undertaken or being done are,—

Newspaper articles and editorials,
 Display advertisements in local papers,
 Showcards and posters in street cars, public buildings and stores,
 Personal letters with application blanks mailed to parents and prospective pupils,
 Distribution of school calendars and bulletins,
 Addresses at public meetings and special gatherings,
 Noonday or evening talks to employers and employees at plants and official meetings.

Unless such efforts are made to acquaint the people with the aims and usefulness of the work, it should not be expected that they will be eager to support it or that the enrolment will be satisfactory.

PURPOSE OF THE TECHNICAL EDUCATION ACT

The grants under the Technical Education Act were provided for the purpose of assisting the provinces to develop this new type of education in so far as needed. It is not expected that each province will develop the same methods or that the work will continue to grow along existing lines. It is, however, expected that each province will use the money to develop new courses of study which will meet the needs of workers in all phases of manufacturing, commercial and homemaking life. Agriculture is not included, because special provision for this work exists under the Agricultural Instruction Act.

In order to more definitely indicate the type of work which it is desired to promote, the following list of courses has been prepared, all of which come within the scope of the Act and each of which is deemed desirable in any system of vocational education:—

(1) *Technical Courses* of secondary grade, conducted in technical schools, the purpose of which is to fit boys for entrance to engineering departments in universities and colleges.

(NOTE.—Secondary grade includes all work in grades IX to XII.)

(2) *Industrial Courses* of secondary grade, the purpose of which is to fit each student for entrance into a previously selected trade or skilled occupation, either as an apprentice or improver or skilled worker.

(3) *Commercial Courses* of secondary grade, the purpose of which is to fit young people for earning a livelihood in commercial occupations such as book-keeping, stenography, salesmanship, accounting, secretarial work, business administration, etc

(4) *Home Economics or Homemaking Courses* of secondary grade of at least two years' duration, the purpose of which is to fit girls for the duties and responsibilities of homemaking.

(5) *Applied Arts Course* of secondary grade, the purpose of which is to produce skilled workers in the various branches of applied art, including commercial design, illustrating, poster work, show-card writing, interior decorating, art metal work, etc.

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(6) *Prevocational Courses* of two or more years' duration commencing not earlier than grade VII, the purpose of which is to provide a variety of occupational experiences and information, while continuing the general training in English, mathematics and science, to boys and girls who do not intend to enter universities, in order that they may wisely select, after careful guidance and supervision, the most suitable vocational training for their future lifework.

(7) *Part-time Vocational Courses* provided under compulsory school attendance laws and conducted during day working hours for the special benefit of young people who are employed.

(8) *Continuation Courses* provided under compulsory school attendance laws, in which the training offered is directly related to the occupational needs of the students.

(9) *Evening Courses* conducted for adults who are employed during the day and the purpose of which is to fit students for advancement in their occupation or to train them for other occupations.

(NOTE.—Academic classes such as English, other languages, mathematics, history, etc., may be included only when correlated with practical work. Evening courses should provide for individual instruction wherever needed. A desirable size for classes is from six to twenty students per teacher.)

(10) *Short-term Courses and Special Industrial Courses*.—Day, short-term, unit courses for industrial workers or special students in secondary schools, the contents of which are confined to practical work and related subjects of direct vocational value to the students.

(11) *Apprenticeship Courses* (other than part-time classes).—Organized training for indentured apprentices in any occupation, which training should be supervised by a specially appointed official in the employ of either the school board, or an industrial corporation or an industrial organization responsible for apprenticeship in the industry.

(12) *Foreman Training Courses*.—Organized training in industry or school for the purpose of improving the efficiency of foremen or for training competent workmen for the position of foreman.

(13) *Correspondence Courses* conducted by the provincial departments of education for the benefit of workers who are unable to attend the regular day or evening classes.

(14) *Teacher-Training Courses*.—Courses of various kinds (part-time, evening, short-term, summer school, etc.) which are conducted for the training and improvement of teachers and instructors in any branch of secondary vocational education.

No reference to students' ages or the percentage of time to be devoted to practical work is made in the above definitions, but it is felt that, with few possible exceptions, students should be at least 14 years of age, and that, in every course of study at least 50 per cent of the time should be devoted to practical work in shop or laboratory (including drawing).

It will be noted that the above courses are all intended to be of direct value to students in earning their living as industrial workers. Such instruction should be limited to students contemplating industrial employment and to those workers who desire training which will make them more efficient workers and better citizens. A good general education is desirable for every worker in addition to special vocational training, and, for that reason, every vocational

course for young people under 18 and for those students who have not completed at least a high school training should provide a sound training in English, elementary mathematics, general science, and the duties and responsibilities of Canadian citizenship. It is also advisable in many cases to provide a thorough training in French and perhaps some other language, but the training should be such that the graduates are able to speak the language fluently or at least to read it intelligently. This is impossible with the instruction now provided in many schools by teachers who have only an elementary knowledge of the language they are expected to teach.

The outstanding weakness of vocational courses in Canada is the tendency to follow the established academic courses leading to university matriculation. In some schools the difference between the vocational and academic courses is scarcely noticeable except in the amount of time allotted to shopwork. The academic work is identical in both departments and similar shopwork is given to all students in the school. In a few cases the vocational students are required to attend school for longer hours than the others in order to provide time for their additional shopwork. Manifestly such work is not intended to provide a special type of training for industrial workers and cannot properly be called vocational education. The need for vocational courses exists because boys and girls leaving school before completing the regular high school courses are not fitted to take their places in industrial life and have little or no conception of the opportunities and requirements of industrial employment.

Too little effort is made by most vocational teachers to co-ordinate the work of the shops and classrooms, with the result that much of the value of the work is lost and the pupils do not develop the habit of study. Where the classroom and shop are linked together the students develop greater interest in the work and realize the value of continuing their studies either in full-time schools or part-time and evening classes.

WORK OF VOCATIONAL SCHOOLS

Vocational schools cannot be expected to produce skilled workers in all branches of industrial life, but they can and should provide a training which will enable boys and girls of from fourteen to eighteen years of age to intelligently select a suitable vocation and to enter employment with a thorough training in the fundamentals of the work selected, and a background of physical, mental and moral development which will enable them to advance to the limit of their abilities. Part-time, evening and correspondence instruction, specially prepared to meet the needs of each type of worker, should be provided to enable young workers to continue their schooling. No one type of training is suited to the needs of all types of children, and it will require very careful study and many changes before suitable types of schooling can be developed to meet the needs of young industrial workers. Evidently these needs cannot be met simply by adding a little shopwork of various kinds to the established school curricula. There must be an organized effort to separate pupils, at an early age, according to their natural aptitudes, interests and abilities, and special types of training must be provided for each group. Fairly adequate systems of training for young people entering professional life, clerical occupations and scientific agriculture have already been provided or are being developed, but only a small beginning has been made in the efforts to provide suitable training for mechanics, tradesmen, homemakers, salesmen and skilled workers in industrial plants.

It is not necessary for the schools to equip elaborate, costly workshops in order to provide vocational education, but it is necessary to establish close co-

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operation with local industrial and commercial plants if the work is to be effective. The schools can do only a part of the training, but it is their duty to assist industry and the homes in providing a complete training for all classes of industrial, commercial and home workers.

APPRENTICESHIP

There is a growing conviction on the part of employers, employees and educationists that a revival of apprenticeship in some form suited to modern industrial conditions is needed for the training of Canadian youth. In some of the larger industrial centres the vocational schools are making special provision for the training of apprentices in part-time and evening classes, but very little effort has been made to assist employers in selecting suitable boys for apprenticeship or in providing suitable shop training for boys. Apprenticeship offers one of the most hopeful fields for the development of vocational education and the Canadian schools are missing a splendid opportunity in not co-operating with industry in this connection and assuming the leadership where necessary.

VISUAL EDUCATION

Owing to financial stringency and the scarcity of suitable educational films, motion pictures are not being used to any extent in Canadian vocational schools. It would appear that this undeveloped field offers splendid opportunities for providing occupational information and general industrial knowledge to vocational students and that much use could be made of existing films in connection with the regular classroom work, especially in science, geography and history. Special equipment for school use is available at very moderate cost and films may be purchased or rented at reasonable rates. Many interesting and instructive films and slides are distributed free of cost by the Dominion Government through the Natural Resources Branch of the Department of the Interior and the Exhibits and Publicity Bureau of the Department of Trade and Commerce. Very useful maps, charts, booklets and other material are also available from these and other government departments, and vocational schools could make better use of this service if the teachers realized its value and were better informed of its existence.

NEED FOR EXCHANGE OF INFORMATION

There is still need for a greater exchange of information and ideas on the part of the officials and teachers engaged in vocational work. The experiences of one community are not easily available to other communities facing the same or similar problems. Very few people are in a position to travel about the country in order to study developments and there is no official organization or journal whose function it is to spread such information where it is needed. Ontario has a staff of four expert organizers or advisers who are available to the various communities of the province, and all of the other provinces, except Prince Edward Island and Saskatchewan, have appointed directors of vocational work, but the activities of these officials are very limited and they are not in personal touch with developments in other provinces. The experiences and developments in Great Britain, the United States and other countries are printed in journals, magazines and books and are of value to Canadian workers, but similar information should be published about developments in Canada. Serious mistakes may be made by thoughtlessly copying methods and systems of other countries which were designed to meet conditions which do not exist in Canada. It is necessary

that Canadians develop systems of education suited to the conditions of the various provinces, but there is much in common between the provinces and all should be working along similar lines if provision is to be made for the transfer of teachers, students and graduates from one province to another.

BULLETINS

The bulletins issued by the Technical Education Branch of the Department of Labour are being appreciated by many officials and teachers, but it is impossible for the director to issue information about the work in all parts of the Dominion unless he has the help of the principals and teachers in each province. An effort is being made to secure this assistance and it is expected that the bulletins will become more interesting and helpful during the coming year. One member of the director's staff is now devoting her full time to the preparation and distribution of bulletins and information in answer to questions from all parts of the Dominion. An extensive library of textbooks and reference works is being collected, and copies of the leading journals and periodicals relating to vocational education are kept on file. This material is carefully catalogued and indexed so that the office is in a position to supply information on almost every problem affecting the work of vocational organizers and teachers.

TEACHER-TRAINING

The most important problem of vocational education and the one which is most difficult to solve is teacher-training. The demand for vocational teachers in most provinces is very limited and the expense of providing a special training class for these teachers is unwarranted, but the success of the work depends upon an adequate supply of properly trained and thoroughly qualified teachers. The efforts to provide a central training school for the Dominion were unsuccessful and only four provinces have provided any means for the special training of vocational teachers. More is being done along this line than ever before, but the efforts are still inadequate to meet the needs of the day teachers and practically nothing is being done to train the large number of evening teachers who are employed at other work during the day. The best that can be done under existing conditions is to secure trained teachers for academic subjects, and skilled workers, with a good general education, for shop-work and household arts. Where possible these shop teachers are given short courses in the art of teaching and the organization of courses of study.

Realizing the urgent need for additional training facilities, the province of Ontario is taking steps to establish a full-time training college for vocational shop teachers which is expected to be opened in the fall of 1924. Teachers of **academic and related subjects** such as English, mathematics, science, history, etc., will continue to be drawn from graduates of the Ontario College of Education which trains university graduates for teaching in high schools and collegiate institutes. In order to obtain the right type of teacher for vocational schools, arrangements have been made with the college for admitting graduates in applied science. It has been found that the few science graduates already trained make excellent teachers of related subjects, and in some cases, where they have had industrial experience, they make very good shop teachers and shop supervisors.

BRIEF SUMMARIES OF PROVINCIAL REPORTS

It will be noted from the foregoing remarks that vocational education in Canada is growing and still needs financial assistance. Each year since the Technical Education Act became effective there has been a decided improvement in the quality of the work, and the growth in most provinces has been as rapid as could be expected. The following summaries of the provincial reports indicate the progress and changes of the past year.

PRINCE EDWARD ISLAND

The work in the Provincial Agricultural and Technical School at Charlottetown was practically the same as for the previous year, but the enrolment increased from 166 to 177. A number of additions have been made to the shop equipment and it is expected that the girls' work in household arts will be taken over from the Agricultural Department during the current year.

NOVA SCOTIA

There was an increased enrolment in every branch of the work in Nova Scotia. The report shows the total number of pupils enrolled in all classes to be 4,111, as compared with 3,093 for the previous year. New classes for men engaged in the deep sea fisheries were organized in Lunenburg and Clark's Harbour. The instruction included the regular academic work of the public schools, together with special instruction in bookkeeping, navigation, gasoline engines, first aid and fish curing. The response was disappointing, but the work will be continued next year and a good enrolment is confidently expected. The short-term winter courses for mechanics are steadily growing and include an advanced course for automobile mechanics, for the first time. The correspondence work was almost trebled and is being appreciated by the employers and employees of the province. An effort is being made to develop correspondence courses which will, to some extent, take the place of the old apprenticeship system.

NEW BRUNSWICK

Instruction by itinerant teachers in New Brunswick was temporarily discontinued, but it is expected that it will be recommenced during the current year. The Vocational Education Act was amended so as to centralize the control of all educational matters under the Provincial Board of Education. Vocational education was previously administered by a Provincial Vocational Board responsible to the Governor-General-in-Council, but the Board's policies must now be approved by the Board of Education. The total enrolment in day and evening classes decreased from 1,390 to 1,227. A short-term course for automobile mechanics was introduced during the winter and was attended by 26 garage workers. New Brunswick continued to send vocational teachers to the United States for special training and the enrolment in the summer school for vocational teachers, at Moncton, was 92.

QUEBEC

No report covering the work of the past year has been received from Quebec owing to the fact that a provincial director has not yet been appointed. The former director resigned two years ago. A provincial school of fine and applied

art has been opened in Quebec and another is under construction in Montreal. The Hull Technical School is still under construction. A course for pulp and paper workers is being planned for the Three Rivers school and extensive developments in trade courses at Montreal are contemplated. The work is steadily progressing and in some respects is equal to the best to be found elsewhere in the Dominion. The Quebec figures in table IV are estimated from returns submitted with financial statements and indicate a slight increase in enrolment. Approximately 6,650 pupils attended vocational classes assisted under the provisions of the Technical Education Act. A provincial director is urgently needed and it is expected that one will be appointed this fall.

ONTARIO

The report for Ontario outlines the continued growth in all branches of the work and states the purpose of the various courses of instruction. Extensive building operations are in progress in nine municipalities and three new buildings were opened during the year. The total value of the accommodation for vocational classes which has been provided during the past three years (including buildings not yet completed) is over \$5,000,000. Courses in stationary engineering and home nursing have been issued by the provincial director's office. A short-term course for navigators and marine engineers was organized in Midland and was attended by 24 men employed on the Great Lakes. Very extensive changes are being made in the prescribed commercial courses as a result of a survey of the business houses in Toronto. The enrolment in the teacher-training classes increased from 115 to 121, and the total enrolment in all other classes increased from 31,823 to 42,983.

MANITOBA

Vocational education has received a slight setback in Manitoba, due to the financial stringency and the demands of the taxpayers for retrenchment. The total enrolment in vocational classes decreased from 5,802 to 3,485, and the industrial or practical arts course for boys in Winnipeg was discontinued. The enrolment in the teacher-training classes increased from 28 to 40. A new summer course in home-making for girls from all parts of the province is to be held this summer in the Manitoba Agricultural College at Winnipeg.

SASKATCHEWAN

There has been very little change in vocational education in Saskatchewan. An additional collegiate is being built in Saskatoon which will provide for home-making and industrial classes similar to those in the old collegiate and which will house the commercial classes of the city. An additional building is also being erected in Regina with accommodation for the existing commercial classes. The enrolment in vocational classes has decreased slightly, but accurate figures are not available, as the returns received for the year apparently include all girls taking domestic science in the schools reported. Only those girls who are taking a homemaking course other than matriculation should have been counted, and, if this had been done, the total enrolment for Saskatchewan would be approximately 1,600 instead of 2,361 as reported.

ALBERTA

The practice of separating fall and spring term classes make it impossible to give exact enrolments for the year in Alberta. The figures given in table IV are averages taken from the table attached to the Alberta report. These figures indicate an increase in enrolment from 3,477 to 3,770. The work of the Calgary Institute of Technology has grown steadily and 281 students from all parts of the province were enrolled during the spring term. The correspondence department of the institute had an enrolment of 440 miners and stationary engineers during the fall term. Alberta has been without the services of a director during the past year, but it is expected that a new man will be appointed during the current year and that the work which has been discontinued in some places will be again taken up.

BRITISH COLUMBIA

The scope and aims of the courses being conducted in British Columbia are outlined in the report of the provincial organizer. The teacher-training activities have been enlarged and include courses for commercial teachers, home-making teachers and shop teachers, in addition to a more elementary course for manual training instructors. The new junior high school in Vancouver is a promising development which may help to break down the existing prejudice against industrial courses. As a result of this prejudice, the industrial courses are not being developed and co-operation with industry has not yet been established. The enrolment in correspondence courses for miners has remained stationary, but the enrolment in all vocational classes has decreased from 5,844 to 5,536.

TABLE I. MONEY AVAILABLE AND MONEY PAID TO THE PROVINCES UNDER THE TECHNICAL EDUCATION ACT FOR THE FISCAL YEAR ENDED MARCH 31, 1923

Province	Annual appropriation	Balance from past years	Total amount available	Amount paid to provinces	Total amount carried forward	Amount lapsed
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	64,396 69	42,516 47	106,913 16	34,932 38	58,615 64	13,365 14
Alberta.....	71,019 91	Nil	71,019 91	71,019 91	Nil	Nil
Saskatchewan.....	88,535 50	81,759 31	170,294 81	18,263 84	103,893 18	48,137 79
Manitoba.....	73,266 37	75,175 99	148,442 36	25,121 14	93,492 58	29,828 64
Ontario.....	314,206 97	Nil	314,206 97	314,206 97	Nil	Nil
Quebec.....	254,845 24	242,913 85	497,759 09	128,182 27	306,625 16	62,951 66
New Brunswick.....	50,220 92	60,125 20	110,346 12	17,476 06	72,680 43	20,189 63
Nova Scotia.....	64,319 44	82,888 36	147,207 80	33,166 00	98,968 22	15,073 58
Prince Edward Island.....	19,188 96	27,924 12	47,113 08	5,858 46	32,721 36	8,533 26
Totals.....	1,000,000 00	613,303 30	1,613,303 30	648,227 03	766,996 57	198,079 70

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TABLE II. SUMMARIZED STATEMENT OF EXPENDITURES FROM THE TECHNICAL EDUCATION FUND

Province	1919-20	1920-21	1921-22	1922-23	Totals (Four years)	Amounts Available 1923-24
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	19,407 81	29,093 86	47,904 04	34,932 38	131,338 09	128,989 99
Alberta.....	17,107 90	41,458 01	82,606 18	71,019 91	212,172 00	77,725 40
Saskatchewan.....	1,142 00	3,534 28	13,665 50	18,263 84	36,605 62	201,058 96
Manitoba.....	2,648 49	7,268 00	21,173 93	25,121 14	56,211 56	173,711 30
Ontario.....	106,297 63	294,111 73	378 174 84	314,206 97	1,092,791 17	347,636 30
Quebec.....	36,500 00	167,886 85	114,651 04	128,182 27	447,220 16	588,376 47
New Brunswick.....	3,396 66	10,408 73	22,160 78	17,476 06	53,442 23	127,321 23
Nova Scotia.....		24,193 32	32,758 01	33,166 00	90,117 33	169,256 82
Prince Edward Island.....		2,700 65	7,241 73	5,858 46	15,800 84	52,920 10
Total grants paid.....	186,500 49	580,635 43	720,336 05	648,227 03	2,135,699 00	
Total annual appropriations.....	700,000 00	800,000 00	900,000 00	1,000,000 00	3,400,000 00	1,100,000 00
Total amounts available	700,000 00	1,313,499 51	1,496,072 60	1,613,303 30	5,132,875 41	1,866,966 57
Total amounts carried forward.....	513,499 51	596,072 60	613,303 30	766,996 57		
Total amounts lapsed.....		136,791 48	162,433 25	198,079 70	497,304 43	

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TABLE III.—SUMMARY OF PROVINCIAL EXPENDITURES ON VOCATIONAL EDUCATION FOR YEAR ENDED MARCH 31, 1923

	Expenditures within the Provisions of the Technical Education Act												
	Adminis- tration	Teacher Training		Corr. Instruction		Grants to Local Boards				Total Provincial Expenditures			
		\$	cts.	\$	cts.	\$	cts.	On Capital Account	On Teachers Salaries		On Main- tenance, etc.	Special Grants	\$	cts.
British Columbia.....	6,181 96		1,704 41		2,317 66		9,389 39		50,271 36				69,884 79
Alberta.....	1,997 02				6,622 84		435,793 41		48,703 11		33,092 52		526,208 90
Saskatchewan.....	10,274 14						2,326 17		23,927 37				36,527 68
Manitoba.....	4,469 60		62 00				1,043 87		44,666 83				50,242 30
Ontario.....	25,130 81		2,800 00				477,548 85		243,998 91		7,000 00	19,500 00	775,978 57
Quebec.....	1,034 46						53,961 40		12,724 54		3,636 75	195,744 44	257,364 55
New Brunswick.....	9,266 69		6,777 41				3,183 48		2,937 50				34,952 12
Nova Scotia.....	15,158 37				8,228 98		5,927 63		30,393 50		4,623 52	2,000 00	66,332 00
Prince Edward Island.....	363 32						1,335 89		7,838 62		7,076 47	1,008 00	17,622 30
	73,876 37		11,343 82		17,169 48		990,510 09		468,461 74		55,479 26	218,252 44	1,835,093 21

TABLE IV.—VOCATIONAL SCHOOLS, TEACHERS AND PUPILS IN CANADA—SCHOOL YEAR ENDED JUNE 30, 1923

Province	Number of Municipalities Conducting Classes			Number of Teachers			Number of Pupils				Summer Schools for Teacher Training	
	Day	Evening	Total	Day	Evening	Corr. Dept.	Day	Evening	Corr. Dept.	Total	Schools	Teach- ers Pupils
British Columbia.....	10	29	39	85	177	2	1,688	3,696	152	5,536	1	9 37
Alberta.....	5	18	23	68	98	4	1,328	2,050	392	3,770		
Saskatchewan.....	4	4	8	19	57		1,292	1,069		2,361		
Manitoba.....	7	2	9	129	49		1,535	1,950		3,485	1	3 40
Ontario.....	16	50	66	337	1,097		9,402	33,581		42,983	1	9 121
Quebec.....	6	16	22	81	172		650	6,000		6,650		
New Brunswick.....	4	9	13	14	51		246	981		1,227	1	11 92
Nova Scotia.....	1	27	28	11	177	33	31	3,646	434	4,111		
Prince Edward Island.....	1	1	2	8	5		70	107		177		
Totals.....	54	156	210	752	1,883	39	16,242	53,080	978	70,300	4	32 290

PRINCE EDWARD ISLAND

SUMMARY OF THE YEAR'S PROGRESS

Vernon Crockett, Principal.

The work carried on under the provisions of the Technical Education Act in Prince Edward Island is centralized at the Prince Edward Island Agricultural and Technical School

The courses offered are as follows:—

- (a) An advanced course in agriculture for students who have taken the first year course, or for students who wish to enter one of the agricultural colleges;
- (b) An elementary course in agriculture for all students over fifteen years of age;
- (c) A course in motor mechanics;
- (d) Course for cheese and butter factory operators;
- (e) Night classes for city students.

The subjects taken in each of these courses are as follows:—

Course A.—Live stock, field crops, motor mechanics, carpentry, farm engineering, English, economics, history, mathematics, biology, chemistry, physics.

Course B.—Live stock, field crops, poultry, dairying, motor mechanics, blacksmithing, farm carpentry, English, arithmetic, civics, biology, chemistry.

Course C.—Motor mechanics, blacksmithing, farm engineering, English, arithmetic, economics, civics.

Course D.—Factory administration, accounts, English, mathematics, chemistry, bacteriology, cheese and butter-making, milk and cream testing.

Course E.—Motor mechanics, mechanical drawing, woodworking, wireless, English, mathematics.

ENROLMENT

The total enrolment for the school year ending June 30th, 1923, was 177, and the number registered by classes was as follows: Day classes—motor mechanics, 37; agriculture, 28; short-term course for cheese and butter makers, 5; Night Classes—motor mechanics, 24; wireless, 10; woodworking, 21; English and arithmetic, 15; mechanical drawing, 37.

PROGRESS

A comparison with previous years shows a healthy growth in every direction. The yearly sessional registration was as follows: Day classes—first year, 35; second year, 55; third year, 65. Night classes—first year, 70; second year, 72; third year, 107. The increase in registration has rendered necessary the increase of instructional staff, the rearrangement of class-rooms and work shops, and the purchase of additional equipment. Instructional work is carried on by four full-time and four part-time teachers for day classes, and five teachers for evening classes. The school has now, besides regular lecture rooms, fully equipped motor mechanics and woodworking shops, a fully equipped cheese and butter-making plant, a modern poultry house, live stock barns, chemical laboratory and wireless equipment.

PRESENT TENDENCIES

Just at present special emphasis is being placed upon the giving of instruction in agricultural subjects. The need is imperative. Agriculture as a profession is passing through a critical phase. More attention is being given to this phase of our national development than ever before in the world's history. The consensus of opinion seems to be that, if agriculture is going to maintain its position of supremacy, it must be placed upon a scientific basis. This scientific basis can be most readily and most economically reached through the medium of instruction in agricultural schools and agricultural colleges. Agriculture should be placed upon the same basis as other commercial and industrial subjects so far as the provisions of the Technical Education grant is concerned. Agriculture is a technical profession and the tendency is in the direction of specialization, and our failures and our blunders in the past are largely due to losing sight of that important fact.

While in this province the stress is being placed upon agricultural subjects, very encouraging progress is being made along other vocational lines. The demand for instruction in motor mechanics, woodworking, forge work, etc., is already beyond the means at our disposal. The fitting up of suitable mechanical work shops necessitates the installing of extensive equipment. This equipment, however, is being added as the necessities of the case demand, and it is hoped that, as the need for vocational education becomes more apparent, the difficulties along this line will become less and less.

There is considerable evidence that the city of Charlottetown, in which the Technical School is situated, is gradually awakening to the advantages of vocational education for its growing boys and girls. The school is making plans for a survey of the vocational needs of the city this autumn and it is expected that this will result in a considerable increase in attendance at evening classes.

FUTURE DEVELOPMENTS

Up to the present all work of a vocational nature carried on under the Technical Education Act has been for boys only. Plans, however, are under consideration which will give young women of the province the opportunity of securing much needed vocational education on the same terms as are now enjoyed by young men. All work formerly carried on elsewhere will in future be centralized at the Technical School. This will place instruction in household science and kindred subjects within reach of the girls in the city and of the young women in the country as well.

CONCLUSIONS

Vocational education under the Technical Education Act has reached the end of the third year. The work so far carried on has met with a generous measure of approval. The courses of instruction so far offered are designed to meet the most pressing needs. It is the settled policy of the Board of Control to give instruction of a vocational nature in any subject when the demand is sufficient to warrant the necessary outlay. The success of the work at the Technical School, Charlottetown, has led to requests for assistance in other centres of population. These will be attended to in due time.

Following is a summarized statement of attendance, etc.—

PRINCE EDWARD ISLAND—SUMMARIZED STATEMENT OF ATTENDANCE AND
TEACHERS IN VOCATIONAL SCHOOLS

Municipality and School	Department	Enrolment and Attendance					Teachers			
		Regular Day Classes		Evening Classes		Total Enrolment in school	Full-time Day	Part-time Day	Evening	Total teachers in school
		Total Enrolment	Average Attendance	Total Enrolment	Student Hours					
Prince Edward Island.....	Technical.....	37	24.3	107	4,564	172	4	4	5	13
	Industrial.....	28	19.6	.....	.....	.....	.....	.....	.....	.....
Total enrolment and teachers.		65	.....	107	.....	172	4	4	5	13

NOVA SCOTIA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

F. H. Sexton

In spite of the fact that expenditure was only slightly increased the attendance increased in almost every branch of the work. The number of students in correspondence instruction rose from 186 to 434, the registration in various evening schools increased from 2,884 to 3,646, and total enrolment in this year was 4,111 as compared with 3,093 last year.

NEW DEVELOPMENTS

Continuation Classes for Fishermen

A definite attempt was made to organize classes for men engaged in the deep-sea fisheries in two towns where this industry is prosecuted by almost all the inhabitants. The conditions surrounding this group of vocations, in that the men are away from home for such a large portion of the year and because of the fact that most of the knowledge employed is of an empirical nature, make it extremely difficult to present organized instruction. The courses offered were as follows:—

Preparatory English and Arithmetic.—This subject was deemed necessary because so many lads leave school when they are large enough to pull an oar in a dory or to haul in a fish on a hand line. Consequently, a considerable proportion are deficient in the rudiments of a general education that are necessary if one is to pursue further study. The scope of the work extended over that usually taken up in grades VI, VII, VIII and IX, and the attempt was made to make the instruction replete with examples taken from daily life in the industry. The elementary principles and practice of book-keeping and the writing of business letters were included in this course, because a good many of the fishermen have considerable business to transact in the direct marketing of their product.

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Navigation.—One unacquainted with the ways of seafaring people would suppose that a master or a mate of a fishing schooner that might sail as far as Labrador or to the West Indies would have to be thoroughly grounded in navigation. Not so! There are many skippers who cannot find their exact position at sea, but who can carry their vessel safely to a distant fishing ground or port by rule-of-thumb methods. Most of them, however, admit that they wished for the knowledge of astronomy, mathematics and navigation that would enable them to find their position by sun or stars. A practical course covering the requirements of a certificate for master coastwise was therefore included in the schedule.

Gasolene Marine Engine.—Most of the fishing boats are now equipped with auxiliary gasolene engines. Some of the shore fishermen depend on this kind of motive power altogether. The marine engine is a very simple and reliable prime mover, but fishermen lose a good deal of unnecessary time in laying up their boats for repairs, because they do not know enough about the engine itself. A simple course was offered covering the following points: Choice of an engine, principles of construction and operation of four-cycle and two-cycle marine engines, carburetion and carbureters, electrical ignition devices, make-and-break and jump-spark ignition systems, lubrication and cooling systems, exhaust devices, installation of engines, clutches, reversing gears, selection of a proper propellor, care and operation of engines, location and elimination of engine troubles.

First Aid to the Injured.—Since the schooners are away often for months at a time, many occasions arise when one or more of the crew may be slightly or seriously injured. In such emergencies it is necessary for some one on board the vessel to know how to render first aid until medical assistance can be secured. Arrangements were therefore made for first aid classes to be organized under the auspices of the St. John Ambulance Association.

Preparation of Fish Products.—There has been little change in the methods of curing fish for many years. Some foreign countries have made great strides in this direction and were ousting Canadian products in some of our well-established markets. It was not thought possible to provide laboratory demonstrations in this branch of work, but arrangements were made for a series of lectures by experts.

Results.—The preparations were carefully made, the endorsement and co-operation of leading men in the two towns secured, advisory committees formed, the promise of the school boards to share in the expense of the classes obtained, and the opportunities for education duly advertised. The results were at once discouraging and surprising. Only a few of the fishermen actually engaged in the industry registered for instruction outside of the class in preparatory subjects. The women of the towns came forward in considerable numbers for instruction in homemaking subjects, especially dressmaking. Successful classes in this art were carried on throughout the winter. A concerted effort will be made again next autumn for the organization of the classes closely allied to the fishing industry, and it is confidently expected, now that interest has been aroused in education for adults, that the fishermen may be recruited for technical instruction.

SHORT TERM COURSES

Through persistent efforts in publicity and by virtue of the successes achieved by former students, the short term courses are growing in attendance. This instruction is carried out during the first three months of the year when there

is a lull in industrial activity, but only the most ambitious young men will leave their homes and positions and make the comparatively small financial sacrifice which the course entails. The scope of this work is continually being enlarged and new courses gradually being added.

This year a class in advanced automobile mechanics was offered for the first time. It was especially adapted to the ordinary garage mechanic who had picked up his skill and knowledge through practical experience and to the operator of the small country garage where a man is compelled to do a great variety of work. The instruction had to cover a multiplicity of subjects because of the complex nature of the latest models of automobiles. It had to include the fundamental laws of electricity; machine shop practice; oxyacetylene cutting, welding, and decarbonizing; automobile starting, lighting, and ignition systems; storage battery repairing; and the more complex and delicate automobile adjustments and repairs

The time was divided as follows:—

Schedule for thirteen weeks.		
Electricity, lectures and laboratory.....	4	hours per week
Machine Shop Practice.....	4	" "
Machine and Electrical Diagram Sketching.....	4	" "
Automobile Mechanics, lectures.....	10	" "
Automobile Mechanics, shop work.....	17	" "
	39	" "

One full week of thirty-nine hours was devoted to the practical uses of the oxyacetylene flame.

All of the instruction was specialized and closely adapted to the particular needs of the garage mechanic. The instruction in electricity was given by one of the professors in electrical engineering on the regular staff of the Technical College, the machine sketching by the instructor in machine design of the short term course in that subject, the machine shop work in the college shop by the regular instructor, the practice with the oxyacetylene flame by an expert demonstrator from L'Air Liquide Co., while a special instructor in automobile mechanics conducted the main part of the course. The results were very gratifying and the men made satisfactory progress. They are being followed up to find out just how far their general ability has been raised by the instruction.

The short term course is a new development in adult education and as yet is offered in very few places outside of industry itself. With waning apprenticeship it holds great possibilities for the training of skilled and superior mechanics.

CORRESPONDENCE STUDY DIVISION

The obvious function of the division is to bring education to those who live in isolated districts or who, for any reason, do not care to attend classes, but an encouraging result has been that several of the students have, through the formation of the "study habit," been enabled to enter evening classes, the short courses, or continue their education in the high schools.

That the opportunity for study is appreciated by the mechanic is shown by the enrolment in drafting and mathematics, which may be called the "key studies" for all mechanical trades.

In trades like plumbing, where there is a form of apprenticeship, the division is doing good work in giving such theoretical instruction, together with practice in drawing, as will enable men to obtain the plumber's license, and, out of an enrolment of eight, five have completed the course and obtained the master plumber's certificate.

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The most notable feature of the year has been the interest shown in the work by large employers of labour in the province. The Maritime Telegraph and Telephone Company, Limited, has approved the telephony courses and offered inducement to its employees to study the subject, and seventy men have been enrolled. The instructor, who is a graduate of the Nova Scotia Technical College, is the chief engineer of the company, and the executive heads of the various departments not only take a keen interest in the progress of their men, but also give them advice and assistance in their studies. When a man completes a course a copy of his record card and reports by the instructor and superintendent of the division are sent to the company.

Every effort is being made to further develop this extension work so that it may take the place, to some extent, of the old apprenticeship system which has fallen into disuse with the result that there is now a serious shortage of trained men in almost every trade.

CONCLUSIONS

The work in secondary technical education during the past year has been satisfactory in all established departments. New projects must be delayed until it is possible to secure a larger provincial revenue. No work or service that has been previously carried out was amended or curtailed and slight advances were encountered in many directions. The need of full-time day schools of a vocational nature, paralleling the regular high schools, is more and more insistent, but must be temporarily delayed until more funds are available.

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NOVA SCOTIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS—SCHOOL YEAR ENDING JUNE 30, 1923

Municipality and School	Department or Course of Study	Enrolment and Attendance					Teachers		
		Short Term and Special Students		Evening Students		Total Enrolment in School	Part-time Day or Occasional	Evening	Total Teachers in School
		Total Enrolment	Average Attendance or Student Hours	Total Enrolment	Average Attendance or Student Hours				
Amherst.....	Technical.....			190	158	190		11	11
Glace Bay.....	".....			180	156			8	
".....	Mining.....			87	37	267		3	11
Halifax.....	Technical.....			1,244	874	1,244		54	54
Kentville.....	".....			78	55	78		4	4
New Glasgow.....	".....			282	192			13	
".....	Mining.....			14	10	296		1	14
Sydney.....	Technical.....			416	215	416		17	17
Sydney Mines.....	".....			65	56			3	
".....	Mining.....			136	73	201		6	9
Stellarton.....	Technical.....			106	84			5	
".....	Mining.....			7	53	183		4	9
Springhill.....	Technical.....			21	20			1	
".....	Mining.....			50	31	71		4	5
Westville.....	Technical.....			50	44			2	
".....	Mining.....			32	24	82		3	5
Yarmouth.....	Technical.....			88	60	88		6	6
River Hebert.....	Mining.....			33	20	33		2	2
East River Hebert.....	".....			16	7	16		1	1
Joggins Mines.....	".....			49	29	49		3	3
Thorburn.....	".....			32	19	32		3	3
Inverness.....	".....			18	14	18		2	2
Birch Grove.....	".....			15	12	15		1	1
Dominion.....	".....			60	26	60		2	2
Dominion No. 6.....	".....			9	7	9		1	1
Florence.....	".....			31	19	31		2	2
New Waterford.....	".....			46	26	46		3	3
Reserve Mines.....	".....			30	15	30		2	2
Little Bras d'Or.....	".....			30	21	30		2	2
Port Morien.....	".....			38	30	38		2	2
Lunenburg.....	Technical.....			72	63	72		4	4
Clark's Harbour.....	".....			51	17	51		2	2
Halifax.....	Electrical Machin- ery.....	9	8				1		
".....	Land Surveying.....	4	4				1		
".....	Technical Chemical Analysis.....	2	2				1		
".....	Metallurgy of Steel.....	1	1				1		
".....	Architectural Draft- ing.....	4	4				1		
".....	Machine Drafting and Design.....	2	2				1		
".....	Auto. Mechanics.....	9	9			31	5		11
Total enrolment and teachers.....						3,677			188

Correspondence Instruction—Enrolment, 562; Teachers, 33; Active Students, 434.

NEW BRUNSWICK

REPORT OF THE DIRECTOR OF VOCATIONAL EDUCATION

F. Peacock

During the year four day schools and departments have been in operation, with a total enrolment of 134 full-time students. Nine localities operated evening schools, serving 981 students. Two short courses were held which were attended by 86 students. The 1922 summer school for teachers had an enrolment of 92 for the full course. The winter courses for garage workers had an enrolment of 26. The total number in all classes was 1,319, and 76 teachers were employed.

Instruction by itinerant teachers was not carried on during the year because qualified instructors were not available.

The outstanding characteristics of the year were the passage of the Vocational Education Act, 1923, and the inauguration of winter short courses for garage workers in storage batteries, motor generator work and oxyacetylene welding.

NEW LEGISLATION IN 1923

By the "Vocational Education Act, 1923", a step was taken toward the unification of the educational system of the province. Policies adopted by the vocational board are to be carried out only after being approved by the board of education. Previously these boards were independent of each other.

The new legislation gives local school boards full power to initiate and finance local programmes of vocational education, subject to provincial approval, without reference to city councils. Formerly the enforcement of the Attendance Act was required in all communities that wished to take advantage of government grants for vocational education. The new Act makes no reference to compulsory school attendance.

The status of local vocational committees and the money grants provided for vocational education were not changed by the 1923 Act.

The same types of schools and methods of administration obtain as under previous legislation.

By providing unity of provincial control and greater freedom of local action, the new Act should be a more efficient tool than the old with which to advance the cause of vocational education.

NEW DEVELOPMENTS

Winter short courses in storage batteries, motor generator work and oxyacetylene welding were introduced during the year. The attendance was limited to bona fide garage workers, and the instruction was given by men of thorough technical training and extended practical experience. Twenty-six ambitious young men presented themselves for instruction and reports received from them indicate that their courses are proving most useful and profitable.

Retrenchment rather than advancement in expenditures has been the order of the day in New Brunswick during the past year; therefore no new building programmes have actually been launched. Some progress has been made with building plans, however, in St. John, Fredericton, McAdam Junction, and Marysville. The St. John vocational committee has approved the recommendations of the Rutherford survey report of that city, and an architect is now at work on plans of a building which will be devoted wholly to vocational education. The other communities mentioned will construct buildings of the composite type to house both vocational and general education classes.

TEACHER TRAINING

New Brunswick pays the travel and tuition expenses of approved individuals who desire to take special courses abroad preparatory to teaching day vocational classes in the province. Most of those now teaching have availed themselves of this aid.

The 1922 summer school for evening instructors and others was held at Moncton. Ninety-two directors, teachers and trades people attended. The staff and subjects taught were as follows:—

Modern Psychology—George J. Trueman, M.A. Ph.D., President Mount Allison University.

Surveys and Vocational Programmes and Commercial Education—M. A. Sorsoleil, B. A., expert in commercial education for the Ontario Department of Education.

Vocational Education and its Administration and Vocational Guidance and the Junior High School—L. H. Dennis, Director of Vocational Education for the State of Pennsylvania.

Vocational Agriculture—R. W. Heim, Director of Vocational Education for the State of Delaware.

Automotive Electricity—R. T. Steeves, Itinerant Instructor for the New Brunswick Vocational Education Board.

Costume Design; Dressmaking III and Textile II—Millicent M. Coss, B.A., B.S., Clothing Expert in charge of teacher training for the Massachusetts Board of Education.

Methods of Teaching and Practice Teaching—Sarah M. Barnett, Supervisor Home-making Department, New Brunswick Vocational Education Board.

Millinery I—Mrs. Nellie F. Carleton, Trade Milliner, St. John, N.B.

Millinery II; Design and Textiles I—Caroline H. Wilson, Head of Millinery Department, Simmons College, Boston.

Foods I and II—Mildred H. Arnold, Head of Home Economics Department, Riverside Consolidated School.

Sewing; Dressmaking I and II—Mrs. Zita McIntosh, Trade Dressmaker, Fredericton.

Nutrition I, II and III and Rural Home Economics Methods—Agnes N. Sharp, Superior First Class License, Graduate McDonald College, Guelph, in Home Economics. Specialized in rural school lunch work in Saskatchewan.

Mr. Sorsoleil, assisted by his class, made a complete vocational education survey of Moncton city. The report on this with recommendations and all data collected was turned over to the Moncton school board under whose auspices the survey was made.

At this summer school Mr. A. W. Crawford, Director of Technical Education for Canada, conducted special lectures and conferences for three days.

PURPOSE OF SECONDARY VOCATIONAL EDUCATION

By subsidizing secondary day vocational schools and departments, evening schools and short courses in communities which initiate these, New Brunswick plans to bring opportunities for commercial, industrial, agricultural and home

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economics training to the doors of a large proportion of her population. To the extent to which school districts have already taken up the work adults are receiving instruction in problems arising out of their daily employment, and students of high school age are following courses which will fit them for profitable employment in specific fields. Those undertaking a commercial day course, for instance, do not expect to matriculate on its completion, but to enter upon a job in the commercial world. Half their time in school is spent in technical training to prepare for this, and the remainder in the study of English, history, economics and health, in preparation for enlightened citizenship.

PERSONNEL

The membership of the Vocational Board was changed under the 1923 Act. The present personnel is as follows:—

Members Appointed by the Board of Education

Hon. Fred Magee, Port Elgin, Chairman; Rev. Father Tessier, St. Joseph's College; Mr. George H. Maxwell, St. John; Mr. R. K. Tracey, M.L.A., Centreville; Mr. W. H. Miller, Campbellton.

Members Ex-Officio

Dr. W. S. Carter, Chief Superintendent of Education, Vice-Chairman; Dr. H. V. B. Bridges, Principal of Normal School; Mr. Harvey Mitchell, Deputy Minister of Agriculture.

Administrative Staff

Fletcher Peacock, Secretary and Director; Sarah M. Barnett, Supervisor, Home-making Department; Marguerite L. Taylor, Clerk and Stenographer.

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SUMMARY OF ATTENDANCE—ENROLMENTS AND SUBJECTS OF STUDY—DAY
CLASSES, 1922-23

—	Agri- culture	Farm Mechanics	Acade- mic Subjects	Com- mercial	Home Econo- mics	Number of Classes	Total Enrol- ment
Carleton County Vocational School.....	13	13	45	24	24	5	61
Riverside.....	5					1	5
Milltown.....				28		1	28
Fredericton.....				40		2	40
Totals.....	18	13	45	92	24	9	134

SUMMARY OF ATTENDANCE—ENROLMENT AND SUBJECTS OF STUDY—EVENING CLASSES, 1922-1923

	Mechanical Drawing	Motor Mechanics	Industrial Sitchine	Automotive Electricity	Typewriting	Shorthand	Salesmanship	Bookkeeping	Reading and Writing	General Education	Cookery	Advanced Dressmaking	Elementary Dressmaking	Plain Sewing	Millinery	Trench	Arithmetic and Geometry	Preparatory	Dressmaking	Home Nursing	Academic	Number of Classes	Total Enrolment
Fredericton.....	16	42	9	16	16	17	5	21	7	25	23	17	6	18	64	.....	.....	.....	25	5	.....	17	332
Devon.....	17	.....	.....	.....	.....	.....	.....	.....	10	.....	.....	.....	11	22	.....	.....	.....	31	.....	.....	4	80
Marysville.....	58	.....	.....	.....	.....	.....	.....	.....	18	.....	.....	.....	43	25	.....	.....	.....	23	11	.....	5	128
Edmundston.....	12	.....	.....	.....	13	.....	.....	.....	.....	32	.....	.....	3	93
Bathurst.....	10	.....	.....	18	.....	14	.....	.....	42	.....	.....	4	81
Chatham.....	15	.....	.....	10	.....	11	.....	.....	4	49
Milltown.....	22	.....	.....	8	.....	10	.....	.....	.....	12	.....	.....	.....	.....	24	.....	.....	6	107
Jacquet River.....	12	.....	.....	.....	.....	.....	.....	.....	.....	.....	16	.....	.....	20	11	.....	7	30	.....	.....	2	23
Sackville.....	15	.....	.....	.....	.....	.....	5	88
Totals.....	16	117	9	16	38	17	5	29	7	75	33	33	6	130	131	40	10	7	218	16	28	50	981

ONTARIO

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

F. P. Gavin

By the Vocational Education Act of 1921, the Industrial Education Act of 1914, and the subsequent amendments thereto, have been repealed. The new Act provides for the establishment and development of vocational schools giving instruction in industrial, homemaking, art, technical, commercial and agricultural subjects. Under the Act schools may be established giving instruction in one or more of these types of vocational education, or departments may be established in schools of the composite type giving instruction in one or more of these branches.

TYPES OF VOCATIONAL SCHOOLS

The Industrial Schools and Departments are designed to give boys and girls looking forward to employment a thorough training in the essentials of a general education, and at the same time to furnish a special training in the subjects and operations which are fundamental to the trades and industries in which they expect to become employed.

The Homemaking Schools and Departments are planned to provide for girls a substantial extension of their training in the essentials of a general education, and at the same time a special training in the subjects and processes which will lead to efficiency in home activities.

The Art Schools and Departments are planned to provide the training needed by those who are preparing to follow either the fine or the applied arts as their vocation. Special courses may be offered also for those who are taking other vocational courses or are engaged in other pursuits.

The Technical High Schools and Departments are planned to meet the needs of those who are looking forward to occupying junior executive and technical positions in the trades and industries or to proceeding to higher institutions for advanced training in technical and engineering lines.

The Commercial High Schools and Departments are planned to meet the needs of boys and girls looking forward to employment in commercial occupations. The courses of instruction provide for a good general education and for a special training in the subjects related to commercial pursuits.

The Agricultural High Schools and Departments are planned to meet the needs of boys and girls who expect to be occupied in farming, dairying, stock-raising, fruit-growing, or gardening. The courses of instruction provide for a good general education and for special instruction in the subjects, processes, and operations which are fundamental to these occupations.

SUMMARY OF PROGRESS

The vocational schools continue to make satisfactory progress. The following tables furnish the best evidence of the developments of recent years:—

SUMMARY OF ATTENDANCE—DAY VOCATIONAL SCHOOLS

	1920-21	1921-22	1922-23
Number of full-time teachers.....	191	212	288
Number of part-time teachers.....		60	49
Number of full-time pupils on roll.....	2,600	5,344	6,958
Average attendance of full-time pupils.....	2,123	4,260	5,454.3
Number of part-time pupils on roll.....	907	574	988
Aggregate student-hours of part-time pupils.....	40,996	37,776	60,972.5
Number of special pupils on roll.....	1,019	1,604	1,456
Aggregate student-hours of special pupils	223,570	351,214	247,439.5

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SUMMARY OF ATTENDANCE—EVENING VOCATIONAL SCHOOLS

	1920-21	1921-22	1922-23
Number of teachers	909	1,075	1,097
Total number of pupils	27,297	32,545	33,581
Aggregate student-hours	1,119,287	1,176,039	1,510,310

SUMMARY OF EXPENDITURES OF MUNICIPALITIES

	1919	1920	1921
Total expenditures.....	659,072 82	1,347,905 04	1,585,086 36
Legislative grants.....	140,294 41	511,021 04	670,758 56

The figures for 1922 are not yet available.

LEGISLATION AND REGULATIONS

No changes have been made in the Act or in the Regulations governing vocational schools.

NEW DEVELOPMENTS AND BUILDING OPERATIONS

Perhaps the outstanding feature in the development of vocational education during the year has been the efforts of local school authorities to provide accommodation for carrying on the work.

The Third Annual Report of the Technical Education Branch of the Department of Labour contained an account of building projects under way at Sault Ste. Marie, Sarnia, Hamilton, Windsor, and Walkerville. The buildings at Sault Ste. Marie, Sarnia, and Hamilton were completed in time for occupancy in September, 1922. The Windsor and Walkerville Technical School will be ready for use in September, 1923.

New buildings of the composite type to provide for all types of secondary school education have been under way in St. Catharines, Kitchener, and Guelph, and will be ready for use in September, 1923.

In Toronto the new Riverdale Technical School, a branch of the Central Technical School, will be completed and ready for use in September, 1923.

Renfrew has just completed the erection of a building for composite school purposes of a type somewhat different from that of those just mentioned. Accommodation is provided for vocational courses in agriculture. This building will be occupied by classes in September, 1923.

Galt has under construction a large addition to the Collegiate Institute, which will furnish accommodation for vocational classes.

Weston is one of the smaller municipalities that has made provision for industrial and technical education. A new building adjacent to the High School will be ready for use in September, 1923.

Owen Sound has under construction a substantial addition to the Collegiate Institute specially designed to accommodate vocational classes.

The readiness of local school authorities to provide their share of the expenditures for buildings and equipment for vocational education shows that the need for vocational schools is felt in the communities concerned.

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The following table shows the value of the accommodation for vocational schools that has been provided in the last three years, or is being provided in the places mentioned. In some cases the accommodation is in a self-contained vocational school, in others it forms a separate wing or a portion of a composite school.

Ottawa.....	\$115,000 00
Niagara Falls.....	177,448 00
Sudbury.....	225,000 00
Fort William.....	233,284 54
Sarnia.....	343,092 50
Sault Ste. Marie.....	255,000 00
Windsor and Walkerville.....	800,000 00
Hamilton.....	755,988 00
Toronto (East End Technical School).....	820,000 00
St. Catharines.....	231,806 48
Guelph.....	214,198 70
Kitchener.....	270,073 69
Galt.....	252,000 00
Weston.....	120,000 00
Renfrew.....	86,813 39
Owen Sound.....	200,000 00

STATIONARY ENGINEERING

Officers of the Technical Education Branch, in consultation with the Board of Stationary and Hoisting Engineers of the Department of Labour, have compiled a manual to aid students in preparing for examinations in stationary engineering, and to assist teachers in vocational schools in giving instruction in this work. This manual is placed in the hands of the teacher. Copies may be purchased by students for a nominal sum from the Department of Education.

HOME NURSING

A course of study in home nursing has been prepared by officers of the Technical Branch. This outline is intended for the guidance of teachers of this subject.

NAVIGATION AND MARINE ENGINEERING

A short term full-time day school for navigators and marine engineers has been organized in Midland. Midland is an important lake port in which live a considerable number of men concerned in lake navigation. The school was attended by 13 men preparing for masters' or mates' certificates, and by 11 men preparing for marine engineers' certificates. This school is in addition to those already in operation in Kingston and in Collingwood.

COMMERCIAL EDUCATION

The Vocational Education Act of 1921 made provisions for the organization of commercial departments in connection with vocational schools. Prior to the passing of the Act all commercial instruction in secondary schools was carried on under the High Schools Act.

The commercial departments of the vocational schools have been organized in response to the need for broader and more extended courses for those who are to enter any department of business life. The requirements of these courses should be worked out with a great deal of care. Stress should be laid on the academic subjects necessary for a good general education, and on the practical side the courses should be adapted to fit young people for the varied demands of business. It is important to find out just what are these demands. As a preliminary step in this direction, Mr. M. A. Sorsoleil, one of the organizers of the Technical Branch, made an enquiry among the business men in Toronto. The

following results of this enquiry are illuminating and should be studied by all teachers in commercial departments:—

1. A number of business concerns find it necessary and advisable to give instruction, academic or commercial or both, to their employees.

2. There is a constant demand for juniors sixteen or seventeen years of age with education carried beyond the public school for whom some commercial education would be an advantage.

3. There is also a demand for beginners with matriculation standing, or the equivalent, for whom business education would be helpful.

4. Business men ask that training in penmanship, arithmetic, English, and spelling be very thorough.

5. The stenographer generally required is an expert typist equipped with secretarial qualifications.

6. Clerks and machines are replacing the book-keeper. However, there is still need for the trained book-keeper, the accountant, the auditor, and the cost accountant.

7. Persons going into office employment should have some skill in the commoner office machines.

8. There is a general opinion in favour of the teaching of salesmanship.

9. The teaching of book-keeping should illustrate modern business methods.

10. Opinion is divided as to the desirability of teaching stenography to all students in schools of commerce. Only eight out of forty-five firms recognize it as the road to promotion.

11. There is a growing opinion that all going into business should receive some training in typewriting.

12. A large percentage of persons in commercial employment are neither accountants nor stenographers. The suggestion was made that the course in commerce should be comprehensive enough to furnish training for these persons.

13. Many business men regard a knowledge of economics and commercial geography as fundamental to a business course.

14. Fifteen of the firms interviewed expressed themselves as willing to co-operate with the schools in giving the students some business practice.

15. It was commonly recognized that a study of materials, processes, and products of manufacture is an important factor in the business intelligence of salesman, stenographer, and accountant.

TEACHER-TRAINING ACTIVITIES

Summer school courses for teachers of vocational subjects were given in 1922 and 1923 in the Central Technical School, Toronto. The enrolment was as follows:—

	1922		1923	
	First Year	Second Year	First Year	Second Year
Men.....	17	13	38	13
Women—				
Dressmakers.....	27	15	16	14
Milliners.....	15	3	9	7
Teachers.....	14	11	17	7
	73	42	80	41
Totals.....	115		121	

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The men's classes were made up of teachers, with trade experience of machine shop practice, motor mechanics, carpentry, cabinetmaking, electricity, power-plant operating, sheet metal work and mechanical drawing.

The women's classes were made up of teachers, with trade experience, of dressmaking and millinery, and of teachers of household art subjects, who wished to improve themselves on the practical side of their work.

The enquiry into the kind of training needed for entrance into commercial occupations, mentioned above, showed that there is a general opinion among business men that salesmanship should be a subject of instruction in commercial schools. To aid teachers of commercial subjects in vocational schools in preparing to teach salesmanship, a summer course was offered in 1923. The teachers in attendance, six in number, received instruction in the principles and methods of salesmanship, and also three hours a day actual practice in large departmental stores.

The present arrangements for training teachers of vocational subjects require the teacher-in-training to attend two summer sessions, each of about twenty-five days of five hours each. This arrangement is temporary, pending the establishment of a permanent training institution, and is expected to terminate in September, 1924.

The experience of the past three years in the summer schools shows that the time available is not adequate to give the amount and kind of training that is desirable. Not only is more time needed for instruction in the principles of teaching and in school methods, but more time and better facilities are needed for practice teaching. Each teacher-in-training should have an opportunity to teach in classes of adolescents some twenty to thirty practice lessons.

The necessity for the establishment of a training institution affording facilities for practice teaching is steadily becoming more urgent. Plans are now being matured for the establishment of such a school in connection with one of the large technical schools.

STAFF CHANGES

Dr. F. W. Merchant, who was appointed Director of Technical Education in 1912, has been made Chief Director of Education for the province. The remarkable development in vocational education in Ontario during the period of his administration is a tribute to his wise and stimulating leadership. In his new position he will still exercise a general oversight over the vocational schools.

Mr. F. P. Gavin has been promoted to the position of Director of Technical Education.

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Sault Ste. Marie.	Industrial, Technical and Home-making. Commercial.....	73 14 8 82 48	61 74 34.5						100 247	11,842		8	1	16	25
Sudbury.....	Industrial, Technical and Home-making. Commercial.....	6 14 37 1,324 522	36.5 192 1,466	4 255 293	15,028				105 238	10,768		8	6	13	27
Toronto (Central).	Industrial, Technical, Art and Home-making. Commercial.....	492 1,110	1,395						3,434 3,806	449,293	10,347	79	4	194	277
Toronto (H.S. of Commerce)	Commercial.....								1,350 1,440	117,116	4,392	43		60	103
Windsor and Walker-ville.	Industrial, Technical and Home-making. Commercial.....	61 17 46 252	70 268						1,019 636	61,644		13	2	48	63
		6,958	5,454.3	988	60,972.5	1,456	247,439.5				2,031	288	49		
NIGHT SCHOOLS															
Amherst-burg.	Industrial and Com-mercial.								36 42	3,399	78			8	8
Brantford....	Industrial, Home-making and Com-mercial.								427 561	18,800	988			25	25
Beamsville.	Industrial, Home-making, Commer-cial and Agriculture.								55 66	3,520	121			8	8
Brockville...	Industrial, Home-making and Com-mercial.								136 253	12,950	389			17	17
Barrie.....	Industrial, Home-making and Com-mercial.								36 65	8,390	101			7	7
Belleville....	Industrial, Home-making and Com-mercial.								167 233	12,454	400			18	18
Cobourg.....	Industrial, Home-making and Com-mercial.								54 106	2,828	160			14	14
Dundas.....	Industrial, Home-making and Com-mercial.								20 85	5,504	105			6	6
Espanola....	Industrial.								42 33	3,425	75			4	4

ONTARIO—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS YEAR ENDING
JUNE 30, 1923—*Concluded*

Municipality and School	Department or Course of Study	Male and Female	Enrolment and Attendance						Teachers							
			Regular Day Students		Part-time Day Students		Short Term and Special Students		Evening Students		Total Enrolment in School	Full-time in Day	Part-time in Day	Evening	Total teachers in school	
			Total Enrolment	Average Attendance	Total Enrolment	Student Hours	Total Enrolment	Student Hours	Total Enrolment	Student Hours						
NIGHT SCHOOLS —Con.			Industrial and Home-making.	M. F.	89	8,754	169						10	10		
Fairbank	Industrial, Home-making, Commercial.	M. F.	80						26					6	6	
Goderich	Industrial, Home-making and Commercial.	M. F.	114	2,244	140											
Gananoque	Industrial, Home-making and Commercial.	M. F.	29						56	3,382	85			10	10	
Guelph	Industrial, Home-making and Commercial.	M. F.	240						493	33,190	733			32	32	
Hespeler	Industrial, Home-making.	M. F.	52						131	6,571	183			8	8	
Ingersoll	Industrial, Home-making and Commercial.	M. F.	49						47	3,982	96			6	6	
Iroquois Falls	Industrial, Home-making.	M. F.	82						34	2,162	116			6	6	
Kenora	Industrial, Home-making and Commercial.	M. F.	50						54	3,154	104			9	9	
Kitchener	Industrial, Home-making and Commercial.	M. F.	161						249	15,856	410			18	18	
Lindsay	Industrial, Home-making and Commercial.	M. F.	116						73	4,985	189			14	14	
Midland		No returns received from Board.														
North Bay	Industrial, Home-making and Commercial.	M. F.	111						154	10,370	265			12	12	
Oshawa	Industrial, Home-making and Commercial.	M. F.	89						134	9,508	223			10	10	

MANITOBA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

R. B. Vaughan

During the year ending June 30, 1923, the effects of the economic stringency, so loudly proclaimed in other lines of western industry, have been very acutely felt in the field of vocational education. School boards have been subjected to the demands of tax payers for retrenchment, and, regardless of their opinion of the value of the courses, the work has in some cases been eliminated from the school programme.

In the evening school courses an attempt has been made to make the classes more nearly self supporting and larger registration fees have been charged. Whether due to this reason or not, the attendance has not compared favourably with the previous year. On the other hand many of the teachers believe that one effect of higher fees has been the selection of a more purposeful class of students.

In Winnipeg the practical arts course for girls and the commercial course have continued to be popular with the students. The purpose of the commercial course is to give the beginning of a commercial training and at the same time allow the students to maintain their standing in the university matriculation course. The course in practical arts for girls offers similar opportunities by allowing the students to take sufficient academic work to practically keep up their matriculation subjects and devote a large part of their time to preparation for the home-making vocation. If at the end of two years they decide not to complete their university training, they may specialize on home economics subjects to a much larger extent for the remainder of their course.

The junior matriculation and engineering course for boys has been badly interfered with by the junior high school programme, which to date has not been favourable to the working out of the vocational courses.

In relation to preparation for the trades and industries no school has taken advantage of the practical arts course for boys that was recognized by the Federal Department of Labour. The object of this course was to provide an opportunity to give instruction to boys of high school age that would be of value to them in the vocations concerned with trades and industry. It is recognized that at an age of from fourteen to sixteen years the choice of a vocation is a very difficult decision for a boy to make, and this course, like the commercial course and the practical arts course for girls, was so outlined that it could be carried by students for two years, allowing them to secure standing for matriculation and to devote the major part of their time in the senior year to more specific vocational work.

The following figures show a comparison of the work for the years ending June, 1922, and June, 1923—

	1922	1923
Number of day schools.....	18	11
Number of evening schools.....	4	3
Number of teachers in day schools.....	45	22 full-time 97 part-time
Number of teachers in evening schools.....	85	49
Total attendance day schools.....	3,506	1,535
Total attendance evening schools.....	2,295	1,950

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NOTE.—The difference between 3,506 and 1,535 is largely accounted for by a change in the form of report. In the 1923 returns only students taking regular vocational courses are shown.

The teacher training classes begun in 1921 and 1922 continued with increasing success during the year. A class of forty, consisting of teachers and practical mechanics, was conducted throughout the winter. This class will open again in October, 1923, with a course in applied mathematics.

Provision for a six weeks' summer course in home economics for girls has been made. It will be held at the Manitoba Agricultural College during July and August. Students will go into residence and take intensive training in cooking and sewing.

Part time education has made no noticeable advance since the last report.

No legislation respecting vocational education has been passed during the year.

MANITOBA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS, YEAR
ENDING JUNE 30, 1923

Municipality and School	Department or Course of Study	Enrolment and Attendance						Teachers							
		Male and Female	Regular Day Students		Part-time Day Students		Short-term and Special Students		Evening Students		Full-time Day	Part-time Day or Evening	Total Teachers in School		
			Total Enrolment	Average Attendance	Total Enrolment	Average Attendance Student Hours	Total Enrolment	Average Attendance	Total Enrolment	Average Attendance or Student Hours					
Collegiate Institute, St. James.	Commercial.....	.....	48	35.5	0	0	0	0	40	2,876	214	2	0	2	4
Collegiate Institute, Virden.	Home Economics.	92 girls	92	(4 classes) 20.25	.....	.....	5	4.5	0	0	145	0	1	0	1
Collegiate Institute, Stonewall.	Home Economics.	64 girls	64	15.0	0	0	0	0	0	0	95	0	1	0	1
Collegiate Institute, Portage la Prairie.	.....	186 girls	186	(9 classes)	0	0	0	0	0	0	236	1	0	0	1
Collegiate Dept., Tenolon.	Home Economics.	37 girls	37	(3 classes) 19.5	0	0	0	0	0	0	82	0	1	0	1
Public School, St. Laurent.	"	27 girls	27	(3 classes) 11.1	0	0	0	0	0	0	0	0	1	0	1
Winnipeg Schools, Daniel McIntyre.	Commercial Practical Arts.....	106 girls	209 106	169.5 91.9	0 0	0 0	0 0	0 0	0 0	0	.....	2 3	10 8	0 0	.....
St. John Technical....	Commercial Practical Arts.....	171 girls	133 171	103.8 142.5	.....	.....	.....	.....	.....	.....	.....	2 4	11 8	.....	.....
Engineering, Evening.	Engineering, Evening.	110 boys	110	98.0	.....	.....	.....	.....	605	28,619	.....	2	12	19	58
Kelvin Technical.....	Commercial Practical Arts..... Part Time Appr. Evening.....	.....	64 107	49.0 88.0	.....	.....	.....	.....	.....	.....	.....	1 3 1	8 7	.....	.....
Isaac Newton, J. H.....	Commercial	.....	89	71.0	.....	.....	.....	.....	1,805	40,621	.....	1	6	28	48
Machray, J. H.....	"	.....	53	45.5	.....	.....	.....	.....	.....	.....	.....	0	7	0	0
Lord Roberts.....	"	.....	13	11.0	.....	.....	.....	.....	.....	.....	.....	0	7	0	7
Lord Selkirk.....	"	.....	26	20.0	.....	.....	.....	.....	.....	.....	.....	0	9	0	9
Total enrolments and teachers.		.....	1,535	.....	24	.....	5	.....	1,950	.....	.....	22	97	49	168
Correspondence Instruction, 0		Enrolment, 0	Teachers, 0	Teacher Training, 0	Enrolment, 40	Teachers, 3									

SASKATCHEWAN

REPORT ON VOCATIONAL EDUCATION

J. H. McKechnie, Chief Inspector

No marked changes in the field of vocational education in Saskatchewan are to be recorded for the school year just closed. The chief industry at present of this province is agriculture, and agricultural education is excluded from the benefits of the Act. Progress along the lines of so-called vocational education will necessarily be conservative. Judging by the increased enrolment of students and the number of new classes added to the evening programme in the established centres, the progress during the past year has been most encouraging.

In Saskatchewan, the cities of Moosejaw, Regina, Saskatoon, Weyburn and Yorkton are organized for vocational classes under the Technical Education Act, and all are carrying some phase of the work at the present time, except Weyburn. In this latter city certain lines of work were organized for the fall term of 1920, but were temporarily suspended at the close of the school year in 1921. Local conditions will doubtless improve soon to such an extent as to warrant the authorities in resuming the work. During the period referred to, day classes were conducted in household economics and commercial work, with one evening class in dressmaking.

While the city of Prince Albert has not yet taken advantage of the provisions of the Act, nevertheless day classes in commercial work under competent instructors have been a feature of the daily programme of the Collegiate Institute for some years. In addition to this, one member of the staff devotes her entire time to instruction in home economics. At several other points in the province excellent work is being done in this department.

During the past year inquiries have come from several centres in the province and interviews arranged relative to the organization of special classes for vocational education. After discussing the question from all angles, the local authorities did not think the time opportune for undertaking anything beyond that already provided by their present school facilities.

While four cities are at present operating classes under the Act, the work in Yorkton during the past year was limited to day classes in household economics for collegiate girls. In the cities of Moosejaw, Regina and Saskatoon, day classes were also conducted in commercial subjects and these classes were largely attended. The city of Regina in addition to vocational classes in home economics and commercial work, conducted industrial classes where the operation and care of the motor and tractor were studied. The attendance for this work was encouraging and greater enrolment is confidently expected next year.

The character of the work done in the evening classes in the three larger centres was varied and of a high character. Hundreds of young men and women, as well as many married persons, took advantage of the opportunities presented. The following partial list of classes will convey an idea of the work attempted: dressmaking, millinery, cooking, industrial art, commercial work, steam engineering, motor mechanics, salesmanship, English to the non-English, applied mathematics, chemistry and physics, drafting, machine shop, joinery, dietetics, radio-electricity, etc.

There is no special provision in the province for the training of teachers of vocational classes. The teachers of academic subjects are graduates of normal schools, while the remaining instructors are chosen from the various trades, and great care is exercised by the committees that only competent persons are selected. In this respect they have been singularly fortunate.

No real demand for the training of teachers for this work has yet arisen. Should such a demand arise, the necessary department would probably be added to one or both of our present provincial normal schools.

There has not been any extensive building programme during the past. At present the provincial government makes no provision for assistance in this respect. The city of Moosejaw was fortunate in securing one of the buildings used recently by the military authorities. In this building a very commodious and well arranged room has been set aside and equipped for the work in motor mechanics. In Regina, a temporary frame building has been constructed where much of the work with motors and tractors is being done. In Saskatoon, the committee was fortunate in being able to rent a portion of the university building and equipment, where evening classes are conducted in motor mechanics and machine work generally. All other lines of work in each of the cities are carried on in the collegiate institute rooms or basements.

In the day classes there is little demand at present for so-called vocational instruction beyond that given in the commercial and home economics classes, and the former is more definitely vocational than the latter. Students in attendance in the commercial classes have fairly definite notions why they are taking this course. They wish to secure positions in commercial life and with this definite objective in mind are as a rule very attentive and painstaking in their work. The aim of the instruction is to prepare the boys and girls for business life, and up to the present there has not been any serious difficulty in securing positions. It is encouraging to note that graduates of the day classes form a large percentage of the enrolment in evening classes. Having secured positions, the former day students wish to still further improve themselves and return to the night school.

A feature of the commercial course in all the schools is the attention given to English, history, civics, geography and physical culture.

Up to the present there has been no demand for part-time day classes.

As has been pointed out, the authorities try to meet every legitimate demand of adults for instruction in evening classes, and as a result the courses offered are quite varied in number. An analysis of the daily vocations of the persons in attendance is frequently made by the department. For instance, in one class visited, thirteen young men and women were present for instruction in reading, spelling and elementary arithmetic. They were for the most part clerks in stores and helpers in hotels. In another class of seven boys, six of whom worked in tinsmith shops, instruction was being given in sheet metal pattern drafting. Considerable preliminary work involving geometric construction had been done and a familiarity with drafting instruments, geometric terms and their application, gained.

In one of the dressmaking classes, twenty were present. The following indicates the daily vocations of those present:—

Stenographers.....	4
Teachers.....	3
Dental assistant.....	1
Maids.....	3
Married women.....	4
Clerk in department store.....	1
Girl living at home.....	1
Collegiate girl.....	1
Teacher in training.....	1
Woman preparing for Soldier Settlement Board work.....	1

In a cookery class in one of the cities, fifteen housewives were present. One of the city butchers was present and cut up a quarter of beef before the class, demonstrating and answering questions.

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In a class in millinery there were eighteen housewives and four unmarried women present. The married women present were anxious to learn how to make their own and their children's hats. The others present were also anxious to learn something of millinery to reduce the cost.

In a class in dietetics, nineteen senior nurses and one housekeeper were present.

The classes in English for the non-English are usually well attended.

The enrolment in the evening classes in motor mechanics was heavy and the course was practical throughout. Those present came from garages, from the farms, while others took the course in order to be familiar with their cars. These probably were taking advantage of facilities not intended to be provided by the Technical Education Act.

During the year we were fortunate in having a visit from Mr. A. W. Crawford, Director of Technical Education, who, besides conferring with the departmental authorities, found time to visit Moosejaw, Regina and Saskatoon. At the two latter cities conferences were held with the committees at which there was a helpful exchange of ideas and much valuable information conveyed to the committees.

ALBERTA

REPORT ON VOCATIONAL EDUCATION

J. T. Ross, Deputy Minister

During the school year ending June 30, 1923, there was no marked growth in the field of vocational education in day, part-time, evening and correspondence work throughout the province. There was an average of two thousand and fifty students who received vocational instruction in evening classes, under the authority of local school boards in eighteen cities, towns and villages in the province. In addition there was a considerable number of evening classes in English for new Canadians. An average of one thousand and fifty-six students were enrolled in day, part-time and correspondence classes, receiving instruction in industrial, technical and commercial work, in the cities of Calgary, Edmonton, Lethbridge and Medicine Hat. Three hundred and ninety-two students were enrolled in correspondence work in mining and steam engineering at the Provincial Institute of Technology and Art, Calgary. Statistical tables are appended to this report.

Vocational evening classes were in operation at Bellevue, Blairmore, Brûlé, Calgary, Coleman, Dinant, Drumheller, Edmonton, Evansburg, Hillcrest Mines, Lethbridge, Medicine Hat, Mountain Park, National Park, Nordegg, Rosedale Village, Sedgewick, and the Provincial Institute of Technology.

Vocational day schools were open at Calgary, Edmonton, Medicine Hat, Lethbridge and at the Provincial Institute at Calgary.

INSTRUCTION OF VARIED CHARACTER

The subjects of instruction offered covered a wide field, as the following list shows:—

Steam engineering (for 1st, 2nd and 3rd class certificates), mining engineering (for 1st, 2nd and 3rd class certificates), electrical engineering, motor mechanics, machine-shop practice, gas engineering, battery and ignition, armature winding, woodwork, telegraphy, drafting (architectural, mechanical, mine survey, sheet metal), shop mathematics, business English and arithmetic, chemistry, matriculation subjects, cookery, millinery, sewing, dressmaking, dietetics for nurses, art appreciation, drawing and design, commercial illustration, shorthand, typewriting, bookkeeping.

With a few exceptions the enrolment and attendance in these classes were satisfactory. It may be noted that a few night schools which were conducted during the 1921-22 school year were discontinued during the year 1922-23, but it will further be noted that several new classes were conducted during that latter period and it is hoped that similar classes will be conducted in a greater number of centres during the year 1923-24, thereby affording rural communities the advantages enjoyed by residents of the cities.

The work was carried on in the following types of schools:—

Four commercial high schools, two technical schools, one provincial Institute of Technology and Art, two part-time classes, nine coal-mining schools, three steam engineering schools, four sewing and dressmaking schools, seven business English and arithmetic, and two correspondence classes.

SPECIAL CERTIFICATES

During 1921-22 certificates were issued to teachers of special subjects in this province. Some of these teachers were teaching manual training, house-

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hold economics, music and art in the elementary and secondary schools of the province, others were teaching vocational subjects in the technical schools. In awarding such certificates consideration was given to the technical training and practical experience of such teachers, especially as most of them were engaged as experts in special fields of industry. All were required to present evidence of their academic, professional and vocational training and were granted certificates as teachers of special subjects in accordance with the statements of qualifications submitted. During the year 1922-23 very few such certificates were issued in view of the fact that during the previous year practically all the teachers in the province holding the necessary qualifications were granted special certificates. However, since the inauguration of this system some seventy-five such certificates have been issued by this department.

THE PROVINCIAL INSTITUTE OF TECHNOLOGY AND ART, CALGARY

The new buildings of the institute are now completed and occupied. The instruction given is of a vocational and semi-professional character and has attracted pupils from all parts of the province. The teaching staff has been enlarged, there being a staff of twenty-three specialists, well equipped by training and experience, now engaged. During the year ending June 30, 1923, they gave instruction to nine hundred and sixty-two students in day, part-time, evening and correspondence classes, which enrolment shows a vast increase over that for the year ending June 30, 1922. It is expected, however, that a still further advancement will be made during the year 1923-24.

ALBERTA—STATISTICS OF VOCATIONAL DAY CLASSES, YEAR 1922-1923

Locality	Commercial Subjects		Technical Subjects	
	Enrolment and Total	Enrolment and Total	Enrolment and Total	Enrolment and Total
Calgary—				
Full Day.....	204	200	225	200
Part-time.....	31	39	..	..
Special.....	—	—	—	—
	235	239	225	200
Edmonton—				
Full Day.....	226	210	295	422
Part-time.....	..	..	..	..
Special.....	—	—	—	—
	226	210	295	422
Lethbridge—				
Full Day.....	70	64		
Part-time.....	..	..
Special.....	—	—		
	70	64		
Medicine Hat—				
Full Day.....	31	26		
Part-time.....	..	..
Special.....	—	—		
	31	26		
Provincial Institute of Technology and Art—				
Full Day.....			202	281
Part-time.....			..	..
Special.....			..	..
Correspondence.....			410	395
			612	676
Total.....	562	539	1,132	1,298

N.B.—First column, Fall term, 1922
Second column, Spring term, 1923

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ALBERTA—PROVINCIAL INSTITUTE OF TECHNOLOGY AND ART—ENROLMENT
SUMMARY, 1922-23

Course	Day	Part Time	Evening	Corres- pondence	Total
Armature Winding.....			16		16
Battery and Ignition.....	27		22		49
Chartered Accountancy.....			15		15
Drafting.....	32		34		66
Dressmaking and Millinery.....	21				21
Electrical Engineering.....	71		27		98
Industrial Chemistry.....			11		11
Machine Shop Practice.....			41		41
Mathematics.....			14		14
Mining.....	6			176	182
Motor Mechanics.....	60		36		96
Steam Engineering.....	27		21	216	264
Telegraphy.....			32		32
Tractor.....	57				57
Total.....	301		269	392	962

N.B.—A slight discrepancy will be noted between the enrolment given on this table and on table No. 1, but this is due to the fact that some students took more than one class.

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ALBERTA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS—YEAR ENDED JUNE 30, 1923

Municipality and School	Department or Course of Study	Enrolment and Attendance										Teachers			
		Regular Day Students				Part-time Day Students				Evening Students				Total Enrolment in School	
		Fall		Spring		Fall		Spring		Fall		Spring		Fall	
		Total Enrolment	Student Hours	Total Enrolment	Student Hours	Total Enrolment	Student Hours	Total Enrolment	Student Hours	Total Enrolment	Student Hours	Total Enrolment	Student Hours	Fall	Spring
Bellevue S.D. No. 1336	Mining									8	374				
Blairmore S.D. No. 628	Mining									7	333				
Brule S.D. No. 3537	Mathematics for Miners									13	920				
Calgary S.D. No. 19	Miscellaneous	429	148,967	400	100,721	31	1,804	39	3,602	312	11,948	860	751	16	19
Coleman S.D. No. 1216	Dressmaking									16	246				
Dinant S.D. No. 2448	Mining									11	148				
Drumheller S.D. No. 2472	Mining, etc.									90	2,006				
Edmonton S.D. No. 7	Miscellaneous	521	237,611	422	111,593					1,047	31,221	1,568	1,757	27	27
Edmonton S.D. No. 2902	Mining									7	870				
Evansburg S.D. No. 1916	Mathematics and Engineering for Miners										1,176				
Lethbridge No. 51	Commercial	70	27,758	64	40,985					56	1,080	30	1,176	56	30
Medicine Hat No. 76	Commercial	31	9,985	26	11,996					39	524	39	524	39	39
Mountain Park No. 3334	Mathematics for Miners									9	135				
National Park No. 102	Commercial									38	556	30	790	38	30
Nordège S.D. No. 3221	Mining									25	288	11	244	25	11
Rosedale Village No. 3751	Mathematics for Miners									13	276	11	146	13	11
Sedgewick S.D. No. 1967	Commercial									14	120				
Provincial Institute of Technology and Art		202	35,981	281	74,789	410	Part time and Corr.	395		217	4,082	248	6,458		
Total Enrolments and Teachers		1,253		1,193		441		434		1,957		2,143		2,717	2,756

Correspondence Instruction—Enrolment, 402.5 (Av.)
Teacher Training —Enrolment, Nil

Teachers, 4
Teachers, Nil

BRITISH COLUMBIA

REPORT OF THE PROVINCIAL ORGANIZER OF TECHNICAL EDUCATION

John Kyle

It is with much pleasure that I submit a brief survey of the educational work in British Columbia as far as it is included under the term "technical education," and also to state as tersely as possible the aims of the Department of Education in relation thereto.

The content of the various phases of technical education is being slowly developed from and arises out of an educational system which is entirely academic in nature. It will be found, however, that, although growth and development are slow, this tree of knowledge will be well rooted and will continue if nourished to produce sound fruit of a desirable and marketable kind.

A glance at the accompanying sheet of statistics will show that the scheme embraces the following departments: Commercial, Technical, Home Economics, Junior High School, Night Schools, Teacher-Training and Correspondence classes.

HIGH SCHOOL COMMERCIAL COURSE—THREE YEARS

The aim of this course is to equip the students with a knowledge of the principles and book-keeping, together with the mechanical arts of typewriting, stenography and regular office routine work. To do this effectively it has been found advisable in the first year to lay a solid foundation of English, arithmetic, commercial geography and history. At the same time practice in typewriting and stenography is sternly carried on.

When the third year is reached this mechanical skill has developed to about 60 words per minute in typewriting and 130 words per minute in shorthand. Simultaneously a study is made of statute law, commercial law and economics, and when students finish the course they are readily placed with commercial firms.

As graduates from the Commercial School are not permitted to pass into the Normal Training College to become teachers until they matriculate in the usual way, the commercial students who desire to be teachers must stay at school for another year or two, but it is not often one finds a student who has reached a wage-earning capacity continue at studies. Office-work and business call loudly to those who enroll in the commercial course.

COMMERCIAL-TEACHER TRAINING

It has been found extremely difficult to obtain the services of competent commercial teachers—men and women who have the proper balance of academic and business training. Consequently teacher-training classes have been in operation during the summer for the past three years, and last year the idea was formulated of linking up the summer sessions by correspondence classes during the remainder of the year. By this means it is hoped that a supply of skilful teachers will be forthcoming and that in consequence the commercial subjects will be introduced more freely into a greater number of high schools.

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It may be here stated that the examinations are conducted by a board of examiners and a determined effort is being made to prevent incompetent teachers from entering the profession.

TECHNICAL SCHOOL COURSE—THREE YEARS

Technical Leaving Certificate and University Matriculation

To this course all those students are guided who desire to participate in industrial activities. The technical students may elect to study for the Technical Leaving Certificate or for Matriculation to the University of British Columbia.

During the first year it is intended that pupils should consider their future trade or profession, and varied experiences are provided to assist them to intelligently select those activities which are most appealing to their natures. "To business that we love we rise betimes and go to't with delight".

In the second and succeeding years this attitude has to be persisted in until the greatest possible number find themselves with a clear and decided objective. The Technical Leaving Certificate is in the nature of a passport to industries which are worthy of an intelligent boy's attention, but it does not admit to the University of British Columbia or to the Normal School. Technical students who pass the university matriculation examination may enter Normal School and graduate as school teachers. Should such teachers ultimately proceed to university and graduate from the Department of Engineering, one may readily see how valuable they would be on the staff of a technical school.

In addition to these three-year technical courses, there are courses of a short-term nature for special work to which certain trade students are admitted. So far these have not been attended by any great numbers, but with more accommodation much headway in this direction would undoubtedly be made.

TEACHER TRAINING FOR TECHNICAL TEACHERS

Just as difficulty was found in obtaining competent teachers for commercial work, so has it also been experienced in staffing the technical schools. It required careful selection to find men adequately trained academically and at the same time skilful in their hand manipulations. In a similar way even more difficulty has been found in meeting academically trained men with the insight, knowledge and interest in industrial work to warrant their position on a technical school staff. Training classes have thus been organized at which craftsmen study the art of imparting knowledge and the psychological principles which govern good teaching.

These classes are held on Saturday afternoons and during summer holidays. Much of the good educational work accomplished in the workshops and a great part of the spirit which is apparent where technical work is in operation is in a great measure due to the classes referred to. At the same time it must be admitted that we have found in British Columbia much excellent teaching material among the craftsmen who have been technically trained in other countries.

JUNIOR HIGH SCHOOL

The name of this school is rather a misnomer as it is more in the nature of a vocational school. The students are over elementary school age; have

failed to pass the entrance to high school examination, and the majority know full well that they will have before long to enter industrial life. Half of each day is spent in the workshops, and at the end of the first year it is expected that the students, after their series of experiences, will have decided upon what trades they will thereafter follow.

Although the instructors are technically trained and the work accomplished is of a purely vocational type, the students have the option, if they reach a suitable standard of excellence, of passing into the academic course as well as any existing technical course in a high school. Many pupils are undoubtedly being rescued through the junior high school who are out of sympathy with the grade work in the elementary schools.

HOME ECONOMICS COURSE (HOMEMAKING)

This course, as its name implies, is specifically for girls, and the curriculum is found to touch life at many points and to be, not only an excellent foundation for the work of school teaching, nursing, housekeeping and many other forms of industrial work, but also to be of a kind which enriches life in its highest sense, making the home and home activities the centre of all that is highest and noblest in the pursuit of knowledge.

TEACHER TRAINING FOR DRESSMAKING, MILLINERY, COOKERY AND HOME ARTS

Again there is a difficulty in obtaining teachers who have that breadth of training which enables them to see the cohesion existing between all the studies of the curriculum.

The oneness of the science and art that pertains to home life is appreciated by few teachers of home economics and therefore Saturday training classes have been established to provide them with an opportunity to prepare for this larger sphere of activity.

That these classes will be successful is not to be doubted as instructors well qualified for the work in hand are engaged.

NIGHT SCHOOLS

At these schools every conceivable subject may be taught. Importance is attached equally to studies in which citizens may be interested apart from their daily occupation and also to those subjects which demand attention in order that people may increase their efficiency as wage-earners.

Last year over thirty different subjects were taught throughout the province. The only stipulation made by the Department of Education regarding instructors is that they must be the most efficient people obtainable and must have public confidence.

It has been found that in voluntary night schools the key to success or failure is with the instructors. When school boards undertake to advertise night schools in the same attractive way one finds private business colleges doing, then a great influx of students will be the result.

CORRESPONDENCE CLASSES

These classes only relate to coal-mining operations and were established because the three-shift system of mine-working made night schools prac-

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tically impossible. Through this system men receive tuition in preparation for the following examinations:—

- Shot-lighter's certificates (Third class).
- Overman's certificates (Second class).
- Mine Manager's certificates (First class).
- Mine Surveying.

The above is a mere outline of the aims and purpose underlying the organization of technical education in the province of British Columbia. There is still much to be done in linking up the educational system with the industries affected, in vocational guidance, and in obtaining increased accommodation during this period of economic stringency.

BRITISH COLUMBIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS—SCHOOL YEAR
ENDING JUNE 30, 1923

Municipality and School	Department	Enrolment and Attendance						Teachers			
		Regular Day Classes		Part-time and Special Classes		Evening Classes		Full-time Day	Part-time Day	Evening	Total Teachers in School
		Total Enrolment	Average Attendance	Total Enrolment	Student Hours	Total Enrolment	Student Hours				
Bayes Lake.....	Technical.....	.....	.....	.....	.....	25	420	.....	.....	1	1
Cranbrook.....	Commercial, Home Economics.....	13	6.60	.....	.....	29	180	1	.....	1	2
Cawston.....	Home Economics.....	.....	.....	.....	.....	10	468	.....	.....	1	1
Cumberland.....	".....	.....	.....	.....	.....	10	192	.....	.....	1	1
Esquimalt.....	" and Civics.....	.....	.....	.....	.....	39	1,654	.....	.....	2	2
Fruitvale.....	".....	.....	.....	.....	.....	17	402	.....	.....	1	1
Granby Bay, Anyox.....	Technical.....	.....	.....	.....	.....	65	3,240	.....	.....	9	9
Kamloops.....	Commercial and Home Economics.....	40	32.25	.....	.....	55	1,726	1	5	6	12
Kelowna.....	Commercial and Technical.....	.....	.....	.....	.....	149	5,695½	.....	.....	7	7
Ladysmith.....	Commercial.....	14	13.55	.....	.....	40	820	1	1	.....	2
Merritt.....	Technical.....	.....	.....	.....	.....	52	1,280	.....	.....	3	3
Michel.....	".....	.....	.....	.....	.....	13	648	.....	.....	3	3
Michel, New.....	".....	.....	.....	.....	.....	13	648	.....	.....	1	1
Minto.....	".....	.....	.....	.....	.....	18	540	.....	.....	1	1
Naramata.....	Applied Art.....	.....	.....	.....	.....	18	1,290	.....	.....	1	1
Nelson.....	Technical.....	.....	.....	.....	.....	46	2,560	.....	.....	2	2
New Westminster.....	Technical, Commercial, and Home Economics.....	146	126.40	.....	.....	247	4,978	5	15	14	34
North Vancouver.....	Commercial.....	62	58.00	.....	.....	.....	.....	2	.....	.....	2
Ocean Falls.....	Technical.....	.....	.....	.....	.....	106	1,518	.....	.....	5	5
Penticton.....	".....	.....	.....	.....	.....	88	2,565	.....	.....	8	8
Point Grey.....	" and Commercial.....	39	38.00	.....	.....	36	1,206	1	6	2	9
Prince Rupert.....	.....	.....	.....	.....	.....	170	9,060	.....	.....	19	19
Revelstoke.....	Commercial.....	20	19.76	.....	.....	.....	.....	1	.....	.....	1
Robson.....	Technical.....	.....	.....	.....	.....	22	594	.....	.....	.....	1
Saiah.....	" and Home Economics.....	.....	.....	.....	.....	143	3,498	.....	.....	3	3
South Vancouver.....	Technical, Commercial, and Home Economics.....	66	64.95	.....	.....	219	4,060	1	4	9	14
Summerland.....	Applied Art.....	80	3,195	3	3
Survey.....	Technical.....	15	480	1	1
Trail.....	".....	253	8,331	3	3
Union Bay.....	13	540	1	1

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Vancouver.....	Technical, Commercial, and Home Economics.	1,019	889-86	11	10,452	1,136	259,388	2,166	35	42	77
Victoria.....	Technical and Commercial....	258	227-00	.....	.....	582	32,742	840	6	.....	26	32
Totals.....	.....	1,677	.....	11	10,452	3,696	.....	5,384	54	31	177	262

Correspondence Instruction—Enrolment, 152
Teacher Training —Enrolment, 37
Commercial, 12
Technical, 11
Home Economics, 14

VIII.—DOMINION GOVERNMENT ANNUITIES

During May, 1922, the administration of the Government Annuities Act, 1908, was transferred from the Postmaster General to the Minister of Labour, and, as this is the first time the subject has been dealt with in a publication of this department, it will no doubt serve a useful purpose, before presenting a financial statement up to and including the past fiscal year, to indicate briefly the nature of the Act and of the annuity system which it has established.

A Bill entitled "An Act to authorize the issue of Government Annuities for Old Age," was introduced in the House of Commons in March, 1908, by the Hon. Mr. Fielding, the then Minister of Finance. A similar measure had been introduced in the Senate during the previous session by the Right Hon. Sir Richard Cartwright, Minister of Trade and Commerce, not for the purpose of enactment, since, to be enacted, it was necessary that the Bill should originate in the House of Commons, but by way of illustration of the views which he desired to submit to the public. Mr. Fielding's Bill was substantially the same as the earlier one of Sir Richard Cartwright. Mr. Fielding, in introducing his resolution to the House, pointed out that the plan of Government Annuities was not to be confused with old-age pensions, which, as commonly understood, implied a contribution wholly or largely from the public treasury, whereas under the annuity system no contribution by government was contemplated, unless it might be in the way of a higher rate of interest on the moneys collected. The administration of the Act was first placed under the Minister of Trade and Commerce, but in 1912 it was transferred to the Post Office Department, and as has been already stated, in May, 1922, to the Minister of Labour.

THE SYSTEM IN BRIEF

Briefly, the Annuities Act was passed with a view to promoting habits of thrift and to afford facilities whereby provision might be made for old age by the purchase of annuities. Statistics show that 95 per cent of people are at the age of 60 dependent for support on their current earnings or on others. The object of the Annuities Act is to remedy this situation to some extent, and to enable persons in receipt of moderate wages or salary to purchase a fixed yearly income payable by the Government of Canada from a specified age.

The Act provides that annuities may be purchased by individuals, or associations on behalf of their members, or by employers on behalf of their employees. They may be either deferred or immediate, and may be on one life or on two lives jointly. An immediate annuity is one that can be purchased by a single payment, and is designed to meet the needs of persons who have saved a certain amount and desire to secure a safe investment and certain income for the balance of their lives. Annuities are not taxable by the Dominion Government, and cannot be transferred. No medical examination is required.

An important provision is that by which an annuity may be guaranteed for a certain term of years not to exceed 20. If the annuitant dies before the guaranteed period expires, the annuity for the unexpired portion of the term will be paid in accordance with his directions. If he survives the guaranteed period, the annuity will be continued, without any additional charge as long as he lives.

It is also provided that if payments for the purchase of a deferred annuity are for any reason discontinued they may be renewed at any time, and the arrears

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made up by a single payment or by increasing the annual payment. In case arrears are not paid up the annuity will be proportionately smaller.

The minimum annuity purchasable on the life of one person, or on the lives of two persons jointly, is \$50, and the maximum amount \$5,000. The cost of an annuity varies with the age of the applicant, the time the first payment is made, the amount of annuity desired, the age at which the annuity is to begin, and the kind applied for. The Dominion Government bears the cost of administration, and there is, therefore, no charge on this account against the annuitant. An annuity of \$500 to be paid at the age of 60 years would cost a man 15 cents a day or \$53.05 a year from the age of 20 years, and, if the annuitant should die before the date fixed for the first payment of the annuity to begin, all payments made with 4 per cent compound interest would be returned to his legal representatives. If the purchaser waives the right to the return of the money in case of death before the annuity begins, a considerably larger annuity is obtainable for the same payments, or an annuity of \$500 may be had for an annual payment from 20 to 60 years of age of \$36.85.

The rate of interest allowed in the calculation of the value of annuities is 4 per cent, but, having regard to the greater longevity of the people of Canada over that of the people of Great Britain on whose mortality experience the tables were calculated, the benefits received are on approximately a compound interest rate of 5 per cent. There are no loadings in the rates and no deductions are made from the premiums paid for any purpose whatever, the annuitant receiving full benefit for every cent he pays in, the Government bearing all administration expenses.

It is believed there is no other plan of investment available to people resident or domiciled in Canada under which provision for old age can be made with such facility; and that there is no other plan which will give them the same return for the amount invested, for the reason that with each quarterly instalment of annuity is returned to the annuitant a portion of the purchase money, as well as of the interest earned, and in this manner the purchaser is able to spend during his lifetime the capital invested, as well as the interest, without his income becoming smaller no matter how long he may live.

The main principles which underlie Government Annuities are as follows: (1) That they are guaranteed by the State; (2) that there is no forfeiture in case premiums are interrupted or should cease altogether, the only effect being that if the arrears are not made up the amount to be received will be proportionately less than if payments had been made in full; (3) that the annuity cannot be seized or levied upon by or under the process of any court; and (4) that it cannot be alienated or anticipated.

The records of the Annuities Branch show that the average duration of immediate life annuities is fourteen years, and that of deferred annuities, thirty-four years. Three-fifths of the money received is for the purchase of immediate, and two-fifths for deferred annuities.

A handbook of information has been published which anyone may obtain free on application to the Department of Labour, Annuities Branch.

OCCUPATIONS OF ANNUITANTS

An interesting light on the operations of the statute is shown in the information gathered with respect to the occupations of the annuitants. Of the total number of annuitants, two thousand five hundred and sixty-seven (2,567) persons have given their occupations, namely:—

Accountants, 38; agents, 21; agent, advertising, 1; agents, freight, 3; agents, insurance, 6; agents, real estate, 6; agents, station, 8; agriculturist, 1; amusement promoter, 1; architects, 4; army, 8; artists, 6; assayer, 1; auditor, 1; author, 1.

Baggageman, 1; bakers, 7; barbers, 14; barristers, 33; basketmaker, 1; beauty specialist, 1; bee-keeper, 1; blacksmiths, 8; book-keepers, 55; boiler-makers, 3; brakemen, 3; bricklayers, 3; brickmakers, 2; brokers, 12; bursar, 1.

Cable operator, 1; canvassers, 2; carpenters, 34; carriage makers, 3; cashiers, 2; cheese-buyer, 1; cheesemakers, 2; chefs, 4; civic employees, 3; civil servants, 78; cleaner, 1; clergymen, 143; clerks, 145; clerks, bank, 33; compositor, 1; cooper, 1; contractors, 2; curator, 1.

Deaconesses, 7; demonstrators, 3; dentists, 22; dairyman, 1; dietitians, 2; designer, 1; domestics, 24; draughtsmen, 15; dressmakers, 23; druggists, 24; dyer, 1.

Editors, 2; electricians, 11; engineers, 17; engineers, chemical, 2; engineers, civil, 23; engineers, electrical, 6; engineers, locomotive, 4; engineers, marine, 4; engineers, mechanical, 4; engineers, mining, 6; engraver, 1; estimator, 1.

Factory hands, 22; farmers, 148; farm labourers, 11; ferryman, 1; firemen, 4; fishermen, 2; foremen, 6; forester, 1; freightmen, 2.

Gardeners, 5; gas fitter, 1; geologists, 2.

Hairdresser, 1; harness makers, 7; home superintendents, 6; horticulturist, 1; housekeepers, 185.

Inspectors, 4.

Janitors, 7; jewellers, 3; journalists, 10; judges, 6.

Labourers, 60; ladies' companion, 1; lecturers, 2; librarians, 6; lithographers, 2; lumbermen, 6.

Machinists, 19; magistrate, 1; managers, 16; manufacturers, 13; mariners, 10; matron, 1; mechanics, 12; merchants, 100; messengers, 6; metal workers, 3; millhands, 10; miners, 13; missionaries, 55; motormen, 2; moulder, 1; moving picture operator, 1; musicians, 5.

Navy, 1; nurses, 79.

Ornamental specialist, 1.

Painters, 4; peddlers, 3; photographers, 8; physicians, 68; picture framer, 1; plumbers, 2; policemen, 5; polish-maker, 1; polishers, 2; postmasters, 30; powderman, 1; president, university, 1; printers, 22; professors, 6; proofreader, 1; publishers, 4.

Railway inspector, 1; ranchers, 7; registrars, 2; reporters, 6.

Salesmen, 24; school inspectors, 4; secretaries, 12; sectionmen, 4; shippers, 6; shipwright, 1; shantymen, 3; shoemakers, 8; speculator, 1; stenographers, 81; stewards, 2; stove mounter, 1; stone cutter, 1; students, 53; superintendents, 8; surveyors, 8.

Tailors, 15; teachers, 331; teamsters, 2; telegraphers, 6; telephone operators, 2; tinsmiths, 3; toolmaker, 1; trackman, 1; translator, 1; travellers, 18; travellers' aid, 1; treasurer, 1; turnkey, 1.

Upholsterers, 2; undertakers, 2.

Waiters, 2; warehousemen, 2; watchman, 1; weavers, 2; wireless operators, 2; woodworkers, 6.

The total number of occupations represented is thus found to be 176.

ASSISTANCE OF POSTMASTERS

Under an Order in Council passed on May 31, 1909, postmasters and assistant postmasters of offices where money order business is transacted are required to receive payments for the purchase of annuities, and to remit the same to the Superintendent of Annuities in manner instructed by him. Post-

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masters other than those whose salaries are paid on a city office basis are allowed a commission on all moneys remitted on annuities account; 5 per cent on moneys remitted for the purchase of deferred annuities where payments extend over a period of 5 years; and 1 per cent where the purchase is completed within a period of 5 years, and 1 per cent on moneys remitted for immediate annuities, the purchase of which is completed by a single payment.

During the fiscal year 1922-3 a total of \$1,028,353.07 was received for the purchase of annuities. Of this amount 25 per cent, or \$262,489.16, was remitted through the money order offices, 75 per cent, or \$765,863.91, having been sent direct to the Branch.

Postmasters of all post offices, of which there are over 12,000, are kept supplied with booklets, inquiry cards, etc., for distribution, as well as with posters to be hung in their offices; but for a number of years no office has been supplied with application forms or tables of rates for distribution except where these have been specially applied for, experience having shown that the better plan is for the applicant to make his wishes known to the department which will supply promptly any information desired.

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1923, the total number of annuity contracts issued was 5,647. Of the purchasers of these contracts 510 have been removed by death, leaving in force on March 31, 1923, 5,137 contracts. The total amount of purchase money received during the same period was \$6,688,658.47. The following statement gives the details:—

Sept. 1, 1908 to Mar. 31, 1909....	66 contracts.....	\$	50,391.31
Mar. 31, 1909 " " 31, 1910....	566 "		434,490.89
" 31, 1910 " " 31, 1911....	1,069 "		393,441.40
" 31, 1911 " " 31, 1912....	1,032 "		441,600.60
" 31, 1912 " " 31, 1913....	373 "		417,135.50
" 31, 1913 " " 31, 1914....	318 "		390,886.71
" 31, 1914 " " 31, 1915....	264 "		314,765.29
" 31, 1915 " " 31, 1916....	325 "		441,696.09
" 31, 1916 " " 31, 1917....	285 "		432,272.40
" 31, 1917 " " 31, 1918....	187 "		332,792.01
" 31, 1918 " " 31, 1919....	147 "		322,154.23
" 31, 1919 " " 31, 1920....	204 "		408,718.78
" 31, 1920 " " 31, 1921....	195 "		531,800.45
" 31, 1921 " " 31, 1922....	277 "		748,159.73
" 31, 1922 " " 31, 1923....	339 "		1,028,353.07
Total.....	5,647 "	\$	6,688,658.47

During the fiscal year ending March 31, 1923, 182 immediate annuities and 157 deferred annuities, a total of 339, were purchased, amounting in the aggregate to \$133,624.07.

The amount of purchase money received during the same period was \$1,028,353.07.

The number of annuities in force on March 31, 1923, were as follows: Immediate, 1,365; deferred, 3,772, or a total of 5,137, and the amount of such annuities was \$1,364,059.26. The amount received on account of the purchase of annuities from September 1, 1908, to March 31, 1923, exclusive of amounts returned to purchasers, was \$6,688,658.47.

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GOVERNMENT ANNUITIES FUND STATEMENT, MARCH 31, 1923

ASSETS

Fund on March 31, 1922.....	\$ 5,005,424.42
Receipts 1922-23, less payments.....	887,180.21
Fund on March 31, 1923.....	\$5,892,604.63

LIABILITIES

Net present value of all outstanding contracts.....	5,892,604.63
---	--------------

RECEIPTS

For immediate annuities.....	\$ 807,390.26
For deferred annuities.....	221,337.10
Interest on fund.....	208,683.73
Amount transferred by Government to maintain reserve....	49,655.34
	1,287,066.43

PAYMENTS

Annuities paid under immediate contracts.....	\$ 386,527.01
Return of premiums with interest.....	12,984.92
Return of premiums without interest.....	374.29
Balance, March 31, 1923.....	887,180.21
	1,287,066.43

VALUATION ON MARCH 31, 1923, OF ANNUITY CONTRACTS ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT.

Description of Contracts	Number	Amount of Annuities		Total value on Mar. 31, 1923, of Annuities purchased
		\$	cts.	\$ cts.
1. Immediate annuities.....	862	298,586	14	2,333,840 00
2. Immediate, guaranteed.....	357	79,359	05	705,905 00
3. Immediate, last survivor.....	146	53,321	58	581,589 00
4. Deferred "A".....	1,171	260,600	92	664,271 28
5. Deferred "A" guaranteed.....	2,019	467,228	08	929,531 61
6. Deferred "A" last survivor.....	64	29,173	05	110,635.59
7. Deferred "B" last survivor.....	27	12,584	07	45,645.25
8. Deferred "B".....	491	158,206	37	521,186 90
Totals.....	5,137	1,364,059	26	5,892,604 63

IX.—LEAGUE OF NATIONS INTERNATIONAL LABOUR CONFERENCE

Mention has been made in previous annual reports of the Department of Labour of the establishment of the International Labour Organization of the League of Nations under the authority of the Treaties of Peace and of its objects, plan of organization, etc.; also of the matters which received attention at the first, second and third sessions of the conference held in Washington, D.C., October-November, 1919; Genoa, Italy, June-July, 1920; and Geneva, Switzerland, October-November, 1921, respectively.

The following Draft Conventions and Recommendations were adopted at the first session (1919) of the International Labour Conference:—

Draft Conventions (1) limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week; (2) concerning unemployment; (3) concerning the employment of women before and after childbirth; (4) concerning employment of women during the night; (5) fixing the minimum age for admission of children to industrial employment; (6) concerning the night work of young persons employed in industry.

Recommendations concerning (1) unemployment; (2) reciprocity of treatment of foreign workers; (3) the prevention of anthrax; (4) the protection of women and children against lead poisoning; (5) the establishment of Government Health Services; (6) the application of the Berne Convention of 1906, on the prohibition of the use of white phosphorus in the manufacture of matches.

The agenda of the second session (1920) related exclusively to matters affecting seamen and the Draft Conventions and Recommendations adopted are as follows:—

Draft Conventions (a) fixing the minimum age for admission of children to employment at sea; (b) concerning unemployment indemnity in case of loss or foundering of the ship; (c) for establishing facilities for finding employment for seamen.

Recommendations concerning (a) the limitation of hours of work in the fishing industry; (b) the limitation of hours of work in inland navigation; (c) the establishment of national seamen's codes; (d) unemployment insurance for seamen.

The third session (1921) resulted in the adoption of the following Draft Conventions and Recommendations:—

Draft Conventions concerning (1) the age for admission of children to employment in agriculture; (2) the rights of association and combination of agricultural workers; (3) workmen's compensation in agriculture; (4) the use of white lead in painting; (5) the application of the weekly rest in industrial undertakings; (6) fixing the minimum age for the admission of young persons to employment as trimmers and stokers; (7) concerning the compulsory medical examination of children and young persons employed at sea.

Recommendations concerning (a) the prevention of unemployment in agriculture; (b) the protection, before and after childbirth, of women wage-earners in agriculture; (c) night work of women in agriculture; (d) night work of children and young persons in agriculture; (e) the development of technical agricultural education; (f) living-in conditions of agricultural workers; (g) social insurance in agriculture; (h) the application of the weekly rest in commercial establishments.

The proposals emanating from the first, second and third International Labour Conferences were received in due course by the Canadian Government and were brought by the Government formally to the attention of the competent legislative authorities, as required by the treaty terms. It should be noted that certain of the proposals were regarded by the federal law officers as coming within Dominion jurisdiction, whilst others were deemed to be within provincial authority and were accordingly referred to the several provincial governments for attention.

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Under the terms of the Treaties of Peace, each state adhering thereto is entitled to four delegates in the International Labour Conference, two of whom shall be Government delegates, and the two others shall be delegates representing respectively the employers and workpeople of the country, chosen in agreement with the industrial organizations, if such organizations exist, which are most representative of employers or workpeople, as the case may be, in the respective countries. Each delegate may be accompanied by advisers not exceeding two in number for each item on the agenda. It is also provided in the Treaties of Peace that the decisions of the conference may take the form of (a) a recommendation to be submitted to the member states for consideration with a view to effect being given to it by national legislation or otherwise, or (b) a draft international convention for ratification by the member states. A two-thirds majority of the votes cast by the delegates is required for adoption of any recommendation or draft convention by the Conference. The recommendations and draft conventions are afterwards transmitted through the Secretariat of the League of Nations to the different countries represented on the International Labour Organization for acceptance or otherwise. Each country is obliged under the treaties, within a period of one year at most from the closing of the conference, or, if it is impossible owing to exceptional circumstances to do so within one year, then at the earliest practicable moment and in no case later than eighteen months from the closing of the conference, to bring the respective recommendations or draft conventions "before the authority or authorities within whose competence the matter lies for the enactment of legislation or other action."

The fourth session was held in Geneva, Switzerland, from October 18 to November 3, 1922, twenty-one sittings in all being held. The following 37 countries were represented at the Conference: Albania, Austria, Belgium, Brazil, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czecho-Slovakia, Denmark, Esthonia, Finland, France, Germany, Great Britain, Greece, Hungary, India, Italy, Japan, Latvia, Netherlands, Norway, Paraguay, Poland, Portugal, Roumania, Kingdom of Serbs, Croats and Slovenes, Siam, South Africa, Spain, Sweden, Switzerland, Uruguay, Venezuela.

Of the delegates to the Conference, 61 were appointed on behalf of governments, 21 on behalf of employers, and 22 on behalf of workers. There were besides 91 technical advisers in attendance, of whom 44 were attached to government delegates, 24 to employers' delegates, and 23 to workers' delegates.

THE CANADIAN DELEGATION

The Government delegates were the Honourable James Murdock, Minister of Labour, and the Honourable Ernest Lapointe, Minister of Marine and Fisheries. The employers' delegate, appointed on the nomination of the Canadian Manufacturers' Association, was Mr. W. C. Coulter, of the Booth-Coulter Copper and Brass Company, Limited, Toronto, with Mr. H. W. Macdonnell, of the Canadian Manufacturers' Association, Toronto, as technical adviser. The workers' delegate was Mr. Tom Moore, Ottawa, president of the Trades and Labour Congress of Canada, with Mr. John W. Bruce, of Toronto, Canadian Representative of the United Association of Plumbers and Steamfitters, as technical adviser.

Although the items on the agenda were not such as would fall within the scope of provincial legislation, the provincial governments were invited to be represented at the Conference under conditions similar to those in which they had attended previous conferences, namely, as advisers to the Dominion Government delegates; advantage, however, was not taken of the invitation on this occasion.

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AGENDA OF THE CONFERENCE

The following was the agenda of the Conference:—

I. Revision of Part XIII of the Treaty of Versailles and the corresponding parts of the other treaties of peace;

- (a) With a view to the reform of the constitution of the Governing Body;
- (b) With a view to modification as regards the periodicity of the Conference.

II. Communication to the International Labour Office of statistical and other information regarding emigration and immigration and the repatriation and transport of emigrants.

REFORM OF GOVERNING BODY

Article 393 of the Peace Treaty provides that the International Labour Office shall be under the control of a Governing Body consisting of twenty-four persons: twelve representing governments, six representing employers, and six representing workers. A new article was adopted by the Conference providing for the increase of the Governing Body to thirty-two persons, distributed in the same proportion as before.

Both the original article and the proposed amendment set forth that of the persons representing governments, eight shall be chosen by the member states of chief industrial importance, and the other persons representing the governments, numbering four under the original article and eight under the proposed amendment, shall be appointed by the members selected for that purpose by the government delegates to the Conference, excluding the delegates of the eight members mentioned above. The proposed amendment further requires that of the sixteen members represented, six shall be non-European states. The question as to which are the members of chief industrial importance was left to the Council of the League of Nations, which, having adopted a classification placing Canada amongst the first eight member states of chief industrial importance, assures the Dominion Government of representation on the Governing Body similar to that which it has had since the inception of the International Labour Organization. Under the terms of article 422 of the Treaty of Peace, the proposed amendment of article 393, before going into force, will require to be ratified by the states represented on the Council of the League of Nations and by three-fourths of the members of the League of Nations.

Procedure for Amendment of Conventions.—A committee on this subject held several meetings and also appointed from its members a sub-committee of legal experts to consider a proposal whereby in future draft conventions a clause could be inserted to provide for desired amendments. It was recommended by the committee and decided by the conference that the International Labour Office should be directed to undertake a thorough study of the problems involved in the proposal to permit of amendments to future draft conventions and to prepare a report for submission to member governments in advance of the next conference.

Resolution Regarding Unemployment.—A resolution was adopted calling upon the International Labour Office to continue the collection of information relative to unemployment and measures for dealing therewith, and further resolving that the International Labour Office should ask the Economic and Financial Organization of the League of Nations for all pertinent information concerning the influence on the demand for labour of both sexes of monetary, financial and commercial policy in different countries.

Recommendation Regarding Migration Statistics.—No draft Conventions were adopted at this conference, but a recommendation was adopted that each member of the International Labour Organization should communicate to the International Labour Office available information regarding emigration, immigration, repatriation, transit of emigrants on outward and return journeys, and measures taken or contemplated in connection with these questions. It was also recommended that the members of the International Labour Organization should make every effort to communicate to the International Labour Office specified statistics as to sex, age, occupation, nationality, country of last residence, and country of proposed residence. Finally, the recommendation suggested the adoption of a uniform definition of the term "emigrant" and the determination of uniform particulars to be entered on identity papers issued to emigrants and immigrants by the competent authorities, and the use of a uniform method of recording statistical information regarding emigration and immigration.

THE GOVERNING BODY

Six meetings of the Governing Body were held during the past fiscal year as follows: April 4-7, 1922, at Rome; July 25-27, 1922, at Interlaken; October 12-13, 1922, at Geneva; October 31, 1922, at Geneva (two sessions); and January-February, 1923, at Geneva. As already intimated, the Governing Body is composed of twenty-four members, of whom twelve are Government representatives, six employers' representatives, and six workers' representatives. Of the twelve Government seats, one is held by the Government of Canada. The Hon. James Murdock, Minister of Labour, attended the meetings of the Governing Body which were held in Geneva on October 12, 13 and 31, 1922; Colonel David Carnegie, Honorary Correspondent of the Department of Labour in London and Canadian delegate on the Temporary Mixed Commission for the Reduction of Armaments of the League of Nations, who was resident in Canada throughout the period of the war, represented the Minister of Labour at the April and July sessions. At the First Session of the International Labour Conference (1919), Mr. P. M. Draper, Secretary-Treasurer of the Trades and Labour Congress of Canada, was elected as one of the six workers' representatives on the Governing Body. Mr. Draper, being unable to attend any of the sessions of the Governing Body last year, was represented at the meetings in Geneva in October by Mr. Tom Moore, President of the Trades and Labour Congress of Canada.

In accordance with article 393 of the Treaty of Peace, the Governing Body appointed at the First Session of the International Labour Conference (1919) completed its term of office in 1922 and the Fourth Session of the Conference proceeded accordingly to the election of a new Governing Body. The Government members representing the eight states of chief industrial importance entitled to seats on the Governing Body, are as follows: Belgium, Canada, France, Germany, Great Britain, India, Italy and Japan. The other four governments chosen at the Conference to appoint government delegates to the Governing Body are as follows: Spain, Chile, Finland and Poland. Six persons representing employers on the Governing Body were chosen as follows by the employers' delegates present at the Conference: Mr. Carlier (Belgium), Mr. Gemmill (South Africa), Mr. Hodac (Czechoslovakia), Mr. Lithgow (Great Britain), Mr. Olivetti (Italy) and Mr. Pinot (France). Mr. W. C. Coulter, of Toronto, was chosen as one of the deputy members of the employers' group. The following persons, representing the workers on the Governing Body, were elected by the workers' delegates present

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at the Conference: Mr. Jouhaux (France); Mr. Leipart (Germany); Mr. Tom Moore (Canada); Mr. Oudegeest (Netherlands); Mr. Poulton (Great Britain); and Mr. Thorberg (Sweden).

The Department of Labour is charged with the duties arising out of the relations of Canada with the International Labour Organization. These have entailed much correspondence, not only with the International Labour Office, but also with other departments of the Dominion Government, with the provinces, with employers' and with workers' organizations. Replies have also been prepared in the Department of Labour to various questionnaires which were circulated on behalf of the International Labour Office. The performance of these duties has necessarily entailed a close study on the part of officers of the Department of the various technical questions which have figured on the various conference agenda and meetings of the Governing Body and of questionnaires received from the International Labour Office.

A bulletin entitled "Canada and the International Labour Conference" was issued by the Department of Labour in February, 1922, for the purpose of furnishing information in reference to the International Labour Organization and the subjects which have received attention at the hands of this body to date.

ACTION TAKEN IN VARIOUS COUNTRIES

The following figures summarize the results attained in the execution of the Draft Conventions and Recommendations adopted by the International Labour Conference:—

I. Ratifications.

Number of ratifications communicated	86
Number of cases in which ratification has been authorized by the competent authority but has not yet been communicated.....	23
Number of cases in which ratification has been recommended to the competent authority.....	127

II. Application

Legislative measures adopted, introduced or prepared with a view to the application of Conventions or Recommendations.....	275
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III. Legislative Activity

General total of measures for ratification and application.....	511
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DOMINION OF CANADA

REPORT

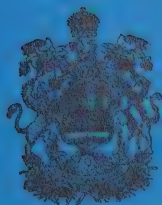
OF THE

DEPARTMENT OF LABOUR

FOR THE

Fiscal Year ending March 31, 1924

PRINTED BY ORDER OF PARLIAMENT



OTTAWA
F. A. ACLAND
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1925

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1925

*To General His Excellency the Right Honourable Lord Byng of Vimy, G.C.B.,
G.C.M.G., M.V.O., Governor General and Commander in Chief of the
Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1924, all of which is respectfully submitted.

JAMES MURDOCK,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1924

To the Hon. JAMES MURDOCK,
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ending March 31, 1924.

The efforts of the department followed much the same lines as in former years, with expansion in certain directions.

Canadian industry in general experienced somewhat better business conditions than in the previous fiscal period, and this was reflected in the employment situation, which on the whole showed a distinct improvement, the building trades being about the only class reporting less activity, while the average during the calendar year of unemployment amongst trade unionists was considerably lower than that for 1922. The general wage movement was slightly upwards and prices fluctuated but little. There was also an improvement in the strike situation. Although the number of disputes in 1923, namely, 91, exceeded by six those of 1922, there were no strikes of large numbers of employees for protracted periods, and time losses in working days resulting from strikes reached the lowest figure since 1918.

INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The complete absence of strikes in the twenty-eight cases dealt with under the Industrial Disputes Investigation Act, 1907, was the outstanding feature of the record for the year, the strike which had threatened when each application for procedure under the statute was made having been averted. Eighteen Boards of Conciliation and Investigation functioned during the fiscal period; five of these had been established during the preceding year.

A case coming prominently to the public attention was that of the Toronto Electric Commissioners and their electrical workers, which resulted in the constitutionality of the Industrial Disputes Investigation Act being contested in the courts. In the past when on numerous occasions objection to the establishment of a conciliation board had been taken by a municipality, procedure under the statute was not pressed by the department, and the practice was to establish a board only on the joint consent of both parties concerned. The matter had never been, however, settled definitely by any court of law. In the case of the dispute between the Toronto Electric Commissioners and their electrical workers, however, it appeared essential to the minister that, in order to avert a serious strike, with attendant inconvenience and danger to the public, the department should proceed with the establishment of a board, and action was taken accordingly.

On the application of the Toronto Electric Commissioners an interim injunction was granted on August 29, 1923, by Mr. Justice Orde, of the High Court Division of the Supreme Court of Ontario, restraining the board from proceeding with its inquiry on the grounds that the Industrial Disputes Investigation Act did not, under Dominion jurisdiction, apply to municipal employees, and disputing the validity of the statute. The trial judge, Mr. Justice Mowat, found the Act to be within the powers of the Dominion Parliament, and, on December 15, 1923, refused the application for a permanent injunction. Owing to the difference of opinion between two judges of like authority, the case was referred to one of the appellate divisions of the Supreme Court of Ontario, by which, on April 22, 1924, the action was dismissed. The text of the various judgments mentioned above are printed in full in the chapter of this report relating to the Industrial Disputes Investigation Act.

Shortly after the close of the fiscal year the case was appealed by the Toronto Electric Commissioners direct to the Judicial Committee of the Privy Council in England, and will, it is expected, be heard by the Judicial Committee during the fall of 1924.

The amendments to the Industrial Disputes Investigation Act introduced at the 1923 session of Parliament with a view to clarifying sections 15, 57 and 58 of the statute, and which had been dropped owing to opposition in the Senate, were reintroduced by the Minister of Labour at the 1924 session. As during the previous session, the Bill passed the House of Commons without debate, but in the Senate an amendment to section 8 of the Act was added to the Bill involving a principle to which the House of Commons would not agree. The conflict of opinion between the two Chambers continued in spite of a conference of representatives of the Senate and House of Commons, and resulted in the Bill being again dropped.

COMBINES INVESTIGATION ACT, 1923

An important measure, "The Combines Investigation Act, 1923," was enacted during the parliamentary session and placed under the Minister of Labour for administrative purposes. The statute repealed "The Board of Commerce Act, 1919," and "The Combines and Fair Prices Act, 1919," and provided machinery for the investigation of such combines as have operated or are likely to operate to the detriment of or against the interest of the public, whether consumers, producers, or others, the expression "combine" being defined as including "(1) mergers, trusts and monopolies so called, and (2) the relation resulting from the purchase, lease, or other acquisition by any person of any control over or interest in the whole or part of the business of any other person, and (3) any actual or tacit contract, agreement, arrangement, or combination which has or is designed to have the effect of (i) limiting facilities for transporting, producing, manufacturing, supplying, storing or dealing; or (ii) preventing, limiting or lessening manufacture or production; or (iii) fixing a common price or a resale price, or a common rental, or a common cost of storage or transportation; or (iv) enhancing the price, rental or cost of article, rental, storage or transportation; or (v) preventing or lessening competition in, or substantially controlling within any particular area or district or generally, production, manufacture, purchase, barter, sale, storage, transportation, insurance or supply; or (vi) otherwise restraining or injuring trade or commerce."

If it is proven that a combine exists at the expense of the public, and that the disadvantage to the public is facilitated by the duties of custom imposed on the article, the Governor in Council is empowered to admit the article free of duty or reduce the duty and give the public the benefit of reasonable competition. Further provision is made for the revocation of patent rights if the owner or holder of any patent makes use of exclusive rights to unduly limit production or restrict or injure trade.

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Investigation may be made by the registrar of the Act or by any commissioner appointed for the purpose.

At the close of the fiscal year 1923-24 the Combines Investigation Act had been in operation for a little over seven months, and, although no formal applications were filed during this period, many inquiries and representations were received in the Department of Labour relative to the Act.

OTHER BRANCHES OF WORK

An increasing interest in Dominion Government annuities was manifested throughout Canada as the result of the inauguration of a publicity campaign, purchase money received during the fiscal period aggregating \$1,458,975.92, a figure greatly in excess of that for any previous year. This amount covered 409 contracts for annuities (217 immediate and 192 deferred), totalling \$174,574.35.

Federal grants under the Technical Education Act paid to the various provinces during the fiscal year amounted to \$888,391.62. Particulars respecting the work being carried on in each province in connection with vocational education are given in the chapter of the present report discussing the operations of the Technical Education Act.

In so far as concerns the operations of the Employment Service Branch, at the close of the fiscal year there were sixty-seven local employment offices in the various provinces. The number of applications for employment reported during the year was 597,783, and the number of placements totalled 468,815. A full statement of the operations for the year appears in the present report.

The fifth session of the League of Nations International Labour Conference was held in Geneva, Switzerland, on October 22, 1923, the delegates representing the Government of Canada being Mr. Philippe Roy, Commissioner General of Canada in Paris, France, and Miss Caroline E. Carmichael, of New Glasgow, N.S., President of the National Council of Women of Canada.

The Government delegates to the sixth session of the International Labour Conference, held in Geneva on June 16, 1924, shortly after the close of the fiscal year, were Mr. F. A. Acland, of Ottawa, King's Printer for Canada, and Mrs. Charles H. Thorburn, of Ottawa, Vice-President of the National Council of Women of Canada.

Four meetings of the Governing Body of the International Labour Office were held during the year. Mrs. James Carruthers (Violet Markham), of London, England, acted as substitute for the Minister of Labour at the meetings in April, June, and October, 1923, and Mr. Philippe Roy as substitute at the meeting in January, 1924.

A Federal-Provincial conference was called in Ottawa, September 24-26, 1923, by the Prime Minister of Canada, in conformity with the expressed wishes of the Provincial Governments, for the purpose of securing an exchange of views regarding the principles enunciated in the Treaties of Peace for the avoidance of labour unrest and also with the object of consultation relative to various proposals for legislative action which had been adopted by the International Labour Conference in the form of Draft Conventions and Recommendations and which have been deemed by the law officers of the Crown in Canada to deal with subjects within provincial legislative control. The Dominion Government was represented by the Hon. James Murdock, Minister of Labour, who acted as chairman, and the Hon. Ernest Lapointe, Minister of Marine and Fisheries. Representatives of the provinces of Nova Scotia, New Brunswick, Quebec, Ontario, Manitoba, Saskatchewan, and Alberta were in

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attendance. A statement concerning the proceedings of the conference and the text of the resolutions adopted on the respective items of the agenda will be found in the final chapter of this report.

Chapters are also included in the present report dealing with the conciliation work of the department, the administration of the Fair Wages Policy of the Government of Canada, the statistical work of the department, and the publication of the *Labour Gazette*.

Annual reports for the calendar year 1923 were issued on Labour Legislation in Canada, Labour Organization in Canada, and Organization in Industry, Commerce and the Professions in Canada. Various wages and other bulletins were also published during the year.

A change in the personnel of the departmental staff was made during the year when, on September 1, 1923, the undersigned succeeded to the position of Deputy Minister of Labour, and Mr. F. A. Acland, who had been Deputy Minister of Labour since October 1, 1908, was relieved of the duties of this office in order that he might be free to apply himself to the duties of King's Printer, an office which he had held since June 15, 1921.

I have the honour to be, sir,

Your obedient servant,

H. H. WARD,

*Deputy Minister of Labour and Registrar of Boards of
Conciliation and Investigation.*

DEPARTMENT OF LABOUR,
OTTAWA.

I. INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907**SEVENTEENTH ANNUAL REPORT OF PROCEEDINGS, BEING FOR
THE FISCAL YEAR ENDING MARCH 31, 1924****INTRODUCTORY NOTE**

During the fiscal year 1923-24 the Industrial Disputes Investigation Act, 1907, was less active than for several years, there having been only 22 applications for Boards of Conciliation and Investigation received, as compared with 39 during 1922-23, 49 during 1921-22, 63 during 1920-21, 72 during 1919-20, and 95 during 1918-19. Six cases were carried over from the preceding fiscal year, making a total of 28 cases dealt with; in 13 cases Boards of Conciliation and Investigation were established. In seven cases, after application had been made for a Board of Conciliation and Investigation to the department, direct negotiations were continued as a result of departmental mediation and an adjustment was effected without board procedure. Five disputes in the railway and shipping industries in St. John, N.B., were settled in this way subsequent to reference of the dispute under the Act and prior to the establishment of a board. Of the 28 cases dealt with during the fiscal year ended March 31, 1924, and as to each of which the applicants had declared a strike to be impending, the threatened strike was averted in all cases.

As stated above, during the fiscal year no strikes occurred in cases referred for conciliation and investigation under the Industrial Disputes Investigation Act. Strikes occurring in industries falling directly within the scope of the Act, but where neither of the parties concerned took advantage of the machinery provided by the statute, are of course not enumerated in the statement of proceedings under the Act, there being no proceedings to record. It is, however, thought desirable to make informal mention here of the more important occurrences of this nature. Information respecting all strikes during the year appears of course in the departmental strike records.

Sympathetic strikes of coal miners in the coal fields of Cape Breton and Pictou, N.S., and Drumheller, Alberta, occurred in July, 1923, in protest against the presence of the militia in the Sydney district during a serious strike of steel workers, a class of workmen not coming directly within the scope of the Industrial Disputes Investigation Act. The total time loss caused by these sympathetic strikes amounted to approximately 240,000 working days.

Coal miners in the employ of the British Empire Steel Corporation in Nova Scotia also ceased work on January 16, 1924, following the posting of a notice by the company of a reduction in wages of twenty per cent. The representatives of the miners proposed that application should be made under the Industrial Disputes Investigation Act for a Board of Conciliation and Investigation and that the 1923 rates of wages should be continued pending its report, but this was refused by the employer. The strike continued until February 11, when it was settled by direct negotiations. The time loss resulting from this strike amounted to 77,000 working days, 9,625 employees being involved.

The only other strike of considerable magnitude was that of longshoremen in Vancouver, involving 1,555 employees for 53 days, with a time loss of 82,415 working days. The dispute arose over a demand for increased wages and alterations in working conditions. A settlement was effected in this case through the mediation of the departmental officer resident in Vancouver, Mr. F. E. Harrison.

A dispute of much importance during the year was that of the Toronto Electric Commissioners and certain of their employees being linemen, groundmen and others concerned in the work of power transmission and distribution and being members of the Canadian Electrical Trades Union, Toronto Branch, in which a Board of Conciliation and Investigation was established on the application of the employees and which resulted in judicial proceedings. An interim injunction was, on the application of the Toronto Electric Commissioners, granted on August 29, 1923, by Mr. Justice Orde, of the High Court Division of the Supreme Court of Ontario, restraining the board from interfering with the business of the Toronto Electric Commission or from exercising any of the powers conferred on such a board by sections 30 to 38 of the Act. A permanent injunction against the board and for which application was subsequently made by the Toronto Electric Commissioners was, however, on December 15, refused by the trial judge, Mr. Justice Mowat. Mr. Justice Orde and Mr. Justice Mowat, judges of co-ordinate authority, having disagreed regarding a point of law, the case was referred to one of the appellate divisions of the Supreme Court of Ontario, by which, shortly after the close of the fiscal year, it was dismissed with costs, including costs of injunction proceedings. The counsel for the commissioners then appealed the decision of the First Appellate Division of the Supreme Court of Ontario direct to the Judicial Committee of the Privy Council, leave to appeal being granted on July 25, 1924. A statement of the situation, with texts of the various judgments mentioned above, appears in the present chapter.

Reference was made in last year's report to a Bill amending the Industrial Disputes Investigation Act which was passed in the House of Commons during the 1923 session of Parliament but was opposed in the Senate, and, the Senate amendments proving unacceptable to the House of Commons, the Bill was dropped. During the 1924 session amendments identical with those before Parliament at the preceding session were again introduced by the Minister of Labour. No new features were proposed by the amendments, which were intended simply to make clearer what had been regarded, since the passing of the Act, as the obvious intent of sections 15, 57 and 58. As in the previous year, the amendments passed the House of Commons, but in the Senate a further amendment to the Act was added to the Bill involving a principle to which the House of Commons would not agree. The disagreement between the two Houses continued in spite of a conference of representatives of the Senate and House of Commons, and resulted in the Bill being once more dropped. A brief statement on the subject is included in the present chapter.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The tables here presented are arranged in several divisions, viz.; (i) showing proceedings by industries concerned from April 1, 1923, to March 31, 1924; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1924; (iii) showing by fiscal years, 1907-1924, number of disputes dealt with; (iv) showing by calendar years 1907-1924, number of disputes dealt with, and (v) containing statistical summary of operations under the statute for the fiscal year ended March 31, 1924.

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I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1923,
TO MARCH 31, 1924

Industries affected	Number of applications for Boards received*	Number of Boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication and other public utilities—			
(1) Mines—			
Metal.....	1	1	0
(2) Transportation and communication—			
(a) Railways.....	12	3	0
(b) Street railways.....	4	4	0
(c) Shipping.....	5	2	0
(d) Telegraphs.....	1	1	0
(3) Miscellaneous—			
†Light and power.....	3	2	0
II. †Disputes not falling clearly within the direct scope of the Act	2	0	0
Total.....	28*	13	0

*Including six cases left over from preceding year, as stated below.

†During the period April 1, 1918, to March 31, 1923, jurisdiction under the statute in connection with disputes relating to industries under provincial or municipal control not being claimed by the department, no proceedings under the statute took place save by joint consent under Section 63 and any such proceedings were shown in Section II of the tables. During the present fiscal period, however, it has been held that jurisdiction in such matters rests with the federal authorities and proceedings in the case of disputes in industries to which the Act applies but which are owned or controlled by a municipal or provincial government have taken place without reference to Section 63; these proceedings are, therefore, now shown under their respective classifications in Section I and in the above table include three disputes, two involving street railways and one an electric light, heat and power plant.

The proceedings under the Act during the year include six cases in which certain proceedings had taken place during the preceding year, namely, disputes between (1) Canadian National Railways, Western Lines, and certain of its employees being members of the International Brotherhood of Steam Shovel and Dredge Men, District No. 6; (2) Canadian Pacific Railway Company, Western Lines, and certain of its employees being members of the International Brotherhood of Steam Shovel and Dredge Men, District No. 6; (3) Canadian National Railways, Western Lines, and its dining and sleeping car employees, members of the Canadian Brotherhood of Railroad Employees; (4) Brantford Municipal Railway Commission and certain of its employees being street railway workers, members of Local Division No. 685, Amalgamated Association of Street and Electric Railway Employees of America; (5) Corporation of the City of Prince Rupert and certain of its employees being members of Civic Employees' Union No. 20, Trades and Labour Congress of Canada, and (6) Winnipeg Electric Railway Company and certain of its employees being members of the Gas Workers' Union of Winnipeg (Independent).

On March 31, 1924, results were still pending in connection with three applications concerning disputes between (1) Toronto Electric Commissioners and certain of their employees being linemen, groundmen and others concerned in the work of power transmission and distribution and being members of the Canadian Electrical Trades Union, Toronto Branch; (2) Cities of Port Arthur and Fort William and their employees in street railway service, members of Division 966, Amalgamated Association of Street and Electric Railway Employees of America, and (3) various shipping companies trading to the Port of Montreal, Que., and certain of their employees being members of the Syndicated Longshoremen of the Port of Montreal.

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II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO MARCH 31, 1924

Industries affected	Number of applications for Boards received	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work—		
(1) Mines—		
(a) Coal.....	68	10
(b) Metal.....	20	5
(c) Asbestos.....	1	0
(2) Transportation and communication—		
(a) Railways.....	188	7
(b) Street railways.....	102	7
(c) Express.....	11	1
(d) Shipping.....	32	0
(e) Telegraphs.....	17	1
(f) Telephones.....	7	0
(3) Miscellaneous—		
(a) Light and power.....	22	3
(b) Elevators.....	1	0
(4) War work.....	30	1
II. *Disputes not falling clearly within the direct scope of the Act.....	120	2
Total.....	619	37

*During the period April 1, 1918, to March 31, 1923, jurisdiction under the statute in connection with disputes relating to industries under provincial or municipal control not being claimed by the department, no proceedings under the statute took place save by joint consent under Section 63 and any such proceedings were shown in Section II of the tables. During the present fiscal period, however, it has been held that jurisdiction in such matters rests with the federal authorities and proceedings in the case of disputes in industries to which the Act applies but which are owned or controlled by a municipal or provincial government have taken place without reference to Section 63; these proceedings are, therefore, now shown under their respective classifications in Section I of the tables.

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in the yearly summary. A closer examination will, however, show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during the fiscal year. The figures of the yearly statement include, therefore, disputes carried over from the previous year and which are counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken of the number of applications received during the year and thus brought within the purview of the statute.

III. TABLE SHOWING BY FISCAL YEARS, 1907-1924, NUMBER OF DISPUTES DEALT WITH

—	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	1923-1924	Total
Number of applications.....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	619
Number of Boards granted.	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	441
Number of disputes where strike not averted (or ended)...	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	3	0	37

(The remark following Table II applies equally to apparent discrepancies as between the above summary by fiscal years and yearly summaries of proceedings.)

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IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1924, NUMBER OF DISPUTES DEALT WITH

—	1907* 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924† 3 mos.	Total
Number of applications...	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	5	619
Number of boards granted	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	1	441
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	1	0	37

* The Act became law on March 22, 1907, so that the proceedings cover nine months only.

† To the end of the financial year, March 31.

(The remark following Table II applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER, FROM APRIL 1, 1923,
TO MARCH 31, 1924

I.—MINES, AGENCIES OF TRANSPORTATION AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister, under Section 8, Sub-section 1, of the I. D. I. Act, on recommendation from the party concerned.
2. Appointed by the Minister, under Section 8, Sub-section 2, of the I. D. I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister, under Section 8, Sub-section 3, of the I. D. I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 8, Sub-section 4, of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING AND SMELTING INDUSTRY

METAL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
June 15, 1923	Hollinger Consolidated Gold Mines, Limited, Timmins, Ontario, McIntyre Porcupine Mines, Limited, Schumacher, Ontario, and Dome Mines Company, Limited, South Porcupine, Ontario, and certain of their respective employees being miners, members of Porcupine Mine Workers' Union.	Employees....	Porcupine Mining Camp, Ontario.	3,000 dir.... 1,000 indir.	For increased wages....	E. McG. Ouirik, (c) 4; Belmer Neilly, (e) 1; Thomas F. Ryan, (m) 1.	July 17, 1923	Aug. 8, 1923	The report, which was unanimous, recommended that further direct negotiations be held looking to a settlement of the differences. No strike occurred.

(2) TRANSPORTATION AND COMMUNICATION
(a) RAILWAYS

Sept. 25, 1922	Canadian National Railways, Western Lines, and certain of its employees being members of the International Brotherhood of Steam Shovel and Dredge Men, District No. 6.	Employees....	C. N. R. Western Lines, from Port Arthur to Vancouver and Prince Rupert.	100.....	Against reduction in wages and respecting certain working conditions.	W. H. Trueman, K.C., (c) 4; C. E. Dafoe, (e) 1; David Campbell, (m) 1.	Jan. 24, 1923	May 26, 1923	The report was unanimous and contained recommendations as to settlement of the dispute. No strike occurred.
Sept. 25, 1922	Canadian Pacific Railway Company, Western Lines, and certain of its employees being members of the International Brotherhood of Steam Shovel and Dredge Men, District No. 6.	Employees....	C.P.R. Western Lines, from Port Arthur to Vancouver and Prince Rupert.	75.....	Against reduction in wages and respecting certain working conditions.	W. H. Trueman, K.C., (c) 4; C. E. Dafoe, (e) 2; David Campbell, (m) 1.	Jan. 24, 1923	May 26, 1923	The report was unanimous and contained recommendations as to settlement of the dispute. No strike occurred.

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Oct. 28, 1922	Canadian National Railway, and its dining and sleeping car employees, members of the Canadian Brotherhood of Railroad Employees.	C.N.R. Lines.	Western	120 dir. 2,500 indr.	Wages, etc.	W. J. Donovan (c) 4; C. E. D'Arcy (s) 1; David Campbell, (s) 1.	April 23, 1923 July 18, 1923 July 20, 1923	The report, which contained recommendations for the settlement of the dispute, was signed by all three members, although Messrs. D'Arcy and Campbell submitted minority reports with respect to certain items. Both parties to the dispute later indicated their acceptance of the board's findings, the employees, however, protesting against one item in their claims having been considered by the board as outside its jurisdiction.
April 30, 1923	Canadian National Railway, and all classes of employees in shops and round houses.	C.N.R. Lines.	Western	3,300	Method of settlement of grievances, involving inter-union dispute.			Inquiry into this case did not disclose a dispute within the meaning of the I. D. I. Act and a board could not be, therefore, established. No strike occurred.
July 5, 1923	Algoma Steel Corporation, Limited, and certain of its employees, being engineers, firemen, conductors and brakemen, members of the Brotherhood of Locomotive Firemen and Enginemen and Brotherhood of Railroad Trainmen.	Sault Ste. Marie, Ont.	Marie, Ont.	125 dir. 2,525 indr.	For standard rates of pay in engine and train service, payment of back time, and time and a half for overtime.	J. G. O'Donoghue, K.C., (c) 3; F. H. McGuigan, Hon. Senator G. D. Robertson (s) 1.	Sept. 7, 1923	The company claimed that the provisions of the I.D.I. Act did not apply in this case. The minister, however, took the view that the employing company came within the classes enumerated in section 2 (c) since it was operating a railway and the employees concerned were engaged in engine and train service. A board was accordingly established, and its findings, which were accompanied by a minority report from Mr. McGuigan, were accepted by the employees, but rejected by the company. No strike occurred.
July 13, 1923	Canadian Pacific Railway Company and certain of its employees, being checkers, truckers, coopers, etc., employed on the Montreal Wharf and members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Montreal, Que.	Montreal, Que.	300	For increased wages and other changes.			After the application had been received a representative of the department intervened, and, through his mediation, negotiations between the disputants were renewed. An agreement was reached without board reference and the application was withdrawn by the employees.
Aug. 10, 1923	Great Northern Railway Company and certain of its employees, being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Vancouver, B.C.	Vancouver, B.C.	1 dir. 30 indr.	Alleged unfair dismissal of employee.			This dispute was not deemed to be within the scope of the I. D. I. Act for adjustment and no board was established. An understanding was, however, believed to have been reached as a result of the minister's efforts. No strike occurred.

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STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued.

(2) TRANSPORTATION AND COMMUNICATION—Concluded
(a) RAILWAYS—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Aug. 16, 1923	(1) Various railways, members of the Railway Association of Canada, including the Canadian National Railway and Canadian Pacific Railway, and (2) workmen, bearing maintenance of railway shop labourers, including bridge and building employees, trackmen, pump repairmen, signmen, track signalmen, shop labourers and others, represented by the United Brotherhood of Maintenance-of-Way Employees and Railway Shop Labourers and employed by said railways.	Employees....	Lines of the several railways in Canada.	30,000.....	For increased wages and a change in working conditions.	E. McG. Quirk, (c) 4; R. T. Riley, (e) 1; David Campbell, (m) 1.	Sept. 25, 1923	Oct. 19, 1923	The report was unanimous and contained recommendations as to settlement of the dispute. The award was accepted by the employees, who, however, on receiving word that the companies had rejected the findings, withdrew their acceptance and a strike vote was taken. Although a majority of the employees voted in favour of a suspension of work, a further conference was arranged between the disputing parties, which resulted in a satisfactory working arrangement.
Aug. 31, 1923	Canadian Pacific Railway Company and certain of its employees being assistant agents, telegraph operators, train despatchers, traffic supervisors and linemen, members of the Order of Railroad Telegraphers.	Employees....	C.P.R. System.....	3,095.....	For increased wages and a change in working conditions.	Lt. Col. O. M. Biggar, (c) 4; J. B. Coyne, K.C., (e) 1; David Campbell, (m) 1.	Sept. 27, 1923	Oct. 27, 30, 1923	The report was signed by the chairman and Mr. Coyne and contained recommendations with respect to the matters in dispute. Mr. Campbell submitted a minority report. The board's findings were not acceptable to the employees, but, through renewed negotiations, an amicable agreement was reached.
Jan. 5, 1924	Canadian Pacific Railway Company and certain of its employees, being truckers, cooperatives, etc., employed on the West St. John Wharf, men-	Employees....	St. John, N.B.....	400.....	For increased wages and changed working conditions.	A representative of the department visited the locality, and, through his mediation, negotiations between the disputants were renewed and a settlement reached without board procedure. The application was withdrawn by the employees.

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Jan. 7, 1924	Members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	St. John, N.B.....	70.....	For increased wages and changed working conditions.	A representative of the department visited the locality, and, through his mediation, negotiations between the disputants were renewed and a settlement reached without board procedure. The application was withdrawn by the employees.
Jan. 21, 1924	Canadian Pacific Railway Company and its grain elevator employees at St. John, being members of Local 1121, International Longshoremen's Association.	Employees....	St. John, N.B.....	77 dir. over 2,000 indir.	For increased wages and changed working conditions.	.....	.....	At minister's suggestion further direct negotiations took place, which resulted in a settlement being reached without board procedure.

(b) STREET RAILWAYS

Mar. 8, 1923	Brantford Municipal Railway Commission and certain of its employees being street railway workers, members of Local Division No. 685, Amalgamated Association of Street and Electric Railway Employees of America.	Employees....	Brantford, Ont.....	41 dir. 19 indir.	For increased wages and changed working conditions.	J. G. O'Donoghue, K.C., (c) 3; F. H. McGuigan, (E) 1; James Simpson, (M) 1.	May 2, 1923	May 24, 1923	The report was unanimous and was accompanied by an agreement signed by both parties to the dispute.
April 21, 1923	Ottawa Electric Railway Company and certain of its employees being members of Division 279, Amalgamated Association of Street and Electric Railway Employees of America.	Employees....	Ottawa, Ont.....	500 dir. 100 indir.	For increased wages, shorter hours and changed working conditions.	F. T. Costello, (c) 4; Geo. D. Kelley, (E) 1; Hal J. Burns, (M) 1.	May 3, 1923	June 1, 7, 1923	The report was signed by the chairman and Mr. Burns and contained recommendations as to settlement of the dispute. Mr. Kelley submitted a minority report. The board's findings were accepted by the employees, but not by the company. As a result renewed negotiations the dispute was satisfactorily adjusted without cessation of work.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued.

(2) TRANSPORTATION AND COMMUNICATION—Concluded
(b) STREET RAILWAYS—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Aug. 16, 1923	British Columbia Electric Railway Company, Limited, and certain of its employees being members of Divisions Nos. 101, 109 and 134, Amalgamated Association of Street and Electric Railway Employees of America.	Employees...	Vancouver, Victoria and New Westminster, B.C.	1,500.....	For increased wages and changed working conditions.	Alfred Myrick Pound, (c) 4; Alex. G. McCandless, (e) 1; R. P. Pettipiece, (m) 1.	Aug. 22, 1923	Oct. 2, 1923	The report was unanimous and contained recommendations as to settlement of the dispute, which both parties later expressed their willingness to accept.
Mar. 17, 1924	Cities of Port Arthur and Fort William and their employees in street railway service, members of Division 986, Amalgamated Association of Street and Electric Railway Employees of America.	Employees...	Port Arthur and Fort William, Ont.	75 dir..... 85 indir.	For increased wages....	Hugh M. Piper, (c) 3; James Preston Jones, (e) 1; John Richard Pattison, (m) 1.	Mar. 22, 1924	.....	Proceedings unfinished at the close of the fiscal year.

(c) SHIPPING

April 23, 1923	Shipping Federation of Canada and the Canadian Pacific Steamships, Limited, and certain workmen being checkers and coopers, members of Lodge No. 927, Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Montreal, Que.....	500.....	For increased wages....	E. McG. Quirk, (c) 4; Bernard Rose, (e) 2; J. G. O'Donoghue, K.C., (m) 1.	May 22, 1923	June 2, 1923	The report was unanimous and contained a recommendation as to settlement of the dispute. The award was accepted by the workmen, but rejected by the employers. No strike occurred.
Nov. 17, 1923	Various shipping companies trading to the Port of St. John, N.B., and certain of their employees being mem-	Employers....	St. John, N.B.....	1,200.....	Against employees' demand for increased wages and changed working conditions.	E. McG. Quirk, (c) 4; Bernard Rose, K.C., (e) 1; Joseph Non-teth, (m) 1.	Nov. 24, 1923	Dec. 3, 1923	The report was unanimous and contained recommendations as to settlement of the dispute, which both parties later expressed their willingness to accept.

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Dec. 1, 1923	Members of International Longshoremen's Association, Local 273 (General Longshore Workers).	Employers.....	St. John, N.B.....	100.....	Against employees' demand for increased wages and changed working conditions.	At minister's suggestion further direct negotiations took place, which resulted in a settlement being reached without board procedure.
Dec. 3, 1923	Various shipping companies trading to the Port of St. John, N.B., and certain of their employees being members of International Longshoremen's Association, Local 810 (Coal Handlers' Union).	Employers.....	St. John, N.B.....	400.....	Against employees' demand for increased wages and changed working conditions.	At minister's suggestion further direct negotiations took place which resulted in a settlement being reached without board procedure.
Mar. 31, 1924	Various shipping companies trading to the Port of Montreal, Que., and certain of their employees being members of the Syndicated Longshoremen of the Port of Montreal.	Employers.....	Montreal, Que.....	3,000.....	Against employees' demand for increased wages.	Proceedings unfinished at the close of the fiscal year.
May 24, 1923	Canadian National Telegraphs and all employees engaged in its commercial telegraph service and being members of Canadian National Telegraphs System, Division No. 43, Commercial Telegraphers' Union of America.	Employees.....	Lines of the Canadian National Telegraphs.	1,000 dir. 2,000 indir.	For increased wages.....	The report was unanimous and was accompanied by a signed agreement between the disputants.

(d) TELEGRAPHS

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued.

(3) MISCELLANEOUS
LIGHT AND POWER

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Mar. 15, 1923	Winnipeg Electric Railway Company and certain of its employees being members of the Gas Workers' Union of Winnipeg (Independent).	Employees...	Winnipeg, Man.....	2 dir..... 48 indir.	Alleged unjust dismissals.	Rev. Dr. C. W. Gordon, (c) 3; W. J. Fulton, (e) 2; R. S. Ward, (m) 1.	April 12, 1923	June 11, 1923	The report was unanimous and included a statement signed by both parties to the dispute definitely disposing of the points at issue.
June 25, 1923	Toronto Electric Commissioners and certain of their employees being linemen, groundmen and others concerned in the work of power transmission and distribution and being members of the Canadian Electrical Trades Union, Toronto Branch.	Employees...	Toronto and vicinity	412 dir..... 325 indir.	For increased wages and changed working conditions.	Colin G. Snider, K.C., (c) 3; F. H. McGugin, (e) 2; J. G. O'Donoghue, K.C., (m) 1.	Aug. 1, 1923	The board met in Toronto in August. Application was made by the Toronto Electric Commissioners to the Supreme Court of Ontario for an injunction to restrain the board from proceeding with its inquiry on the grounds that the provisions of the F. D. I. Act did not, under federal jurisdiction, extend to municipal employees, and that the statute was unconstitutional. Proceedings of the Conciliation Board were stayed by an interim injunction granted on August 29 by Mr. Justice Orde, of the High Court Division, which restrained the board from interfering with the business of the Toronto Electric Commissioners or from exercising any of the compulsory powers conferred on such a board by Sections 30 to 38 of the Act, the board being limited in its powers to an investigation of a voluntary nature. A subsequent application for a permanent injunction against the board by the Toronto Electric Commissioners was, however, on December 13, refused by the trial judge, Mr. Justice Mowat. Mr. Justice Orde and Mr. Justice Mowat, judges of co-ordinate authority, having disagreed regarding a point of law, the case was referred to one of the appellate divisions of the Supreme Court of Ontario, by which, shortly after

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the close of the fiscal year, it was dismissed, leave to appeal being then granted the Toronto Electric Commissioners by the Judicial Committee of the Privy Council.

The report was unanimous and contained recommendations as to settlement of the dispute, which both parties later expressed their willingness to accept.

Aug. 11,
1923

July 25,
1923

F. W. Stewart, (c) 3;
Bernard Rose, (e) 1;
John F. Foster, (m)
1.

For increased wages and
reclassification of cer-
tain classes of work-
men.

1,000 dir....
1,800 indir.

Montreal, Que.....

Employees.....

July 13,
1923
Montreal Light, Heat
and Power Consolidat-
ed and certain of its
employees being mem-
bers of various unions
and employed in the
production and distri-
bution of electricity
and gas.

II.—DISPUTES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

Mar. 13, 1923	Corporation of the City of Prince Rupert and certain of its employ- ees being members of Civic Employees Un- ion, No. 20, Trades and Labour Congress of Canada.	Employees...	Prince Rupert, B.C.	60 dir..... 16 indir.	Against reduction in wages and longer hours	His Honour Judge F. McB. Young, (c) 3; W. E. Fisher, (e) 1; T. Ross McKay, (m) 1.	Mar. 26, 1923	April 24, 1923	The report was unanimous and con- tained recommendations as to a settlement of the dispute, which were, however, rejected by the city authorities. No strike oc- curred.
May 2, 1923	Corporation of the City of Calgary and certain of its employees being policemen, members of Calgary City Police- men's Protective Fed- eral Union, No. 6, Trades and Labour Congress of Canada.	Employees...	Calgary, Alta.....	64 dir..... 8 indir.	Against decrease in wages, changed work- ing conditions, etc.	.....	.....	.....	Shortly after the application was re- ceived the dispute was adjusted by direct negotiations.

VALIDITY OF INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

As already mentioned in the opening paragraphs of this chapter, litigation arose during the year as the result of the refusal of the Toronto Electric Commissioners to recognize the authority of a Board of Conciliation and Investigation established under the Industrial Disputes Investigation Act to deal with a dispute between the commissioners in question and certain of their employees being linemen, groundmen and others concerned in the work of power transmission and distribution and being members of the Canadian Electrical Trades Union, Toronto Branch.

The application for the establishment of a Conciliation Board was made by the employees, the dispute being over a demand for increased wages and changed working conditions. A board was fully constituted, the member representing the employer being named, however, by the minister in the absence of a nomination from the Toronto Electric Commissioners, who had protested against the establishment of a board.

The board met in Toronto during the month of August, 1923. Application was made to the Supreme Court of Ontario by the Toronto Electric Commissioners for an injunction order to restrain the board from proceeding with its inquiry on the grounds that it was not within the jurisdiction of the Dominion Parliament to apply the Industrial Disputes Investigation Act to municipal employees. The application of the Toronto Electric Commissioners to the Court also disputed the validity of the statute.

The application of the Toronto Electric Commissioners was heard by Mr. Justice Orde, of the High Court Division of the Supreme Court of Ontario, and an interim injunction was granted on August 29, 1923, the judgment being to the effect that the board was restrained from interfering with the business of the commission, having no power to enter upon the premises of the plaintiffs or examine their works or exercise any of the powers conferred on such a board by section 38 of the Industrial Disputes Investigation Act. The board, moreover, had no authority to enforce the attendance of witnesses or the production of books, papers, etc., being limited in its powers to an investigation of a voluntary nature. The reasons for the judgment are given below.

TEXT OF JUDGMENT OF MR. JUSTICE ORDE

Orde, J.:—By virtue of sections 16 and 17 of 1, Geo. V., chapter 119, and sections 34 (2) and 36 (1) of the Public Utilities Act, R.S.O., 1914, chapter 204, the plaintiffs are a body corporate charged with the duty of managing and operating the municipal electric light, heat and power works of the city of Toronto. That duty calls for the employment of a large number of men.

In June last representatives of certain of the plaintiffs' employees applied to the Federal Minister of Labour under the provisions of the Dominion Industrial Disputes Investigation Act, 1907, 6-7, Edward VII, chapter 20, for the appointment of a Board of Conciliation and Investigation. After some correspondence between the interested parties and the minister, the minister established a board, and, the plaintiffs declining to recommend any person for appointment as their nominee upon the board, the minister appointed one for them under paragraph 2 of section 8 of the Act. The present defendants constitute the board so appointed.

The plaintiffs at once took exception to the authority of the board and to the power of the Minister of Labour under the Act to appoint a Board of Conciliation and Investigation to enquire into matters concerning the operation by the plaintiffs of a public utility belonging to, or managed as a department of a municipality, or to interfere with the civil or municipal rights of the plaintiffs. The board refused to give effect to the plaintiffs' protest and issued an appointment to proceed with the enquiry. The plaintiff thereupon launched this action, and moved upon notice for an interim injunction, and after notice had been given by my direction to the Attorney-General of Ontario and the Attorney-General of Canada, pursuant to section 33 of the Ontario Judicature Act, the motion was very fully argued on the 27th instant.

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The writ by its endorsement claimed a declaration that the defendants are acting without lawful authority as a board under the Industrial Disputes Investigation Act and its amendments in respect of an alleged dispute between the plaintiffs and certain of their employees, and an injunction.

The points in issue are such that, notwithstanding their importance, it is impossible to postpone a decision upon them until the trial of the action. Mr. Duncan declined to consent to the motion being turned into a motion for judgment, but the intention of the board to proceed immediately with the enquiry necessitated a decision upon what is substantially the whole question involved, though given upon an interlocutory motion.

The question to be determined is whether or not the Industrial Disputes Investigation Act, 1907, with its amendments, was within the powers of the Parliament of Canada, having regard to the provisions of sections 91 and 92 of the British North America Act which divide the power to legislate between the Parliament of Canada and the legislatures of the respective provinces.

Counsel for the defendants does not contend that the subject-matter of the Act falls within any of the twenty-nine enumerated classes expressly assigned to the Dominion Parliament by section 91, but he says that it does not come within any of the sixteen classes exclusively assigned to the provinces by section 92 and that therefore it falls to the jurisdiction of the Dominion Parliament, under the residuary power given by the opening words of section 91, as a law made for the peace, order and good government of Canada, and he contends that, when so legislating, the Parliament of Canada may, as ancillary to the main subject-matters of the Act, enact laws which interfere with or override civil and municipal rights within the provinces.

The features of the Act to which objection is taken by the plaintiffs are to be found in those sections which interfere with civil rights and not in the innocuous sections which provide some means for settling industrial disputes. It is those provisions for conciliation and those alone that counsel for the defendant relies upon as falling within the residuary powers under section 91 and as justifying the ancillary coercive sections.

It may not be amiss to observe parenthetically that it is open to argument that legislation for the appointment of a board whose sole duty is to endeavour to adjust a dispute, but who are clothed with no coercive powers, and whose judgment or award has no binding effect, is not a "law" at all in the sense in which that word is used in sections 91 and 92 of the British North America Act. The same end might be attained by a mere resolution of the House of Commons or the Senate. Such a resolution could not affect civil rights, and I can see little practical difference between an Act of Parliament or of a provincial legislature merely appointing a body for that purpose, and a resolution passed by any deliberative body of men. A municipal council might do it, or any religious or fraternal body might do it, with as much force of law as the Act in question when stripped of all those provisions which interfere with civil rights or municipal powers. But it is not upon any such construction that my judgment is based. It may be that any act which the Canadian Parliament or a provincial legislature sees fit to pass is a "law" within the meaning of sections 91 and 92 of the British North America Act.

The Act in question is entitled "An Act to aid in the Prevention and Settlement of Strikes and Lockouts in Mines and Industries connected with Public Utilities."

The definition of "employers" by paragraph (c) of section 2 in effect limits the operation of the Act to those employing ten or more persons and who own or operate "any mining property, agency of transportation or communication, or public service utility, including, except as hereinafter prescribed, railways whether operated by steam, electricity or other motive power, steamships, telegraph and telephone lines, gas, electric light, water and power works."

The range of enquiry and investigation is to be found in the definition of "dispute" and "industrial dispute" in paragraph (e) of section 2:—

"(e) 'Dispute' or 'industrial dispute' means any dispute or difference between an employer and one or more of his employees as to matters or things affecting or relating to work done or to be done by him or them, or as to the privileges, rights and duties of employers or employees (not involving any such violation thereof as constitutes an indictable offence); and, without limiting the general nature of the above definition, includes all matters relating to—(1) the wages allowance or other remuneration of employees, or the price paid or to be paid in respect of employment; (2) the hours of employment, sex, age, qualification or status of employees, and the mode, terms and conditions of employment; (3) the employment of children or any person or persons or class of persons, or the dismissal of or refusal to employ any particular person or persons or class of persons; (4) claims on the part of an employer or any employee as to whether and, if so, under what circumstances, preference of employment should or should not be given to one class over another of persons being or not being members of labour or other organizations, British subjects or aliens; (5) materials supplied and alleged to be bad, unfit or unsuitable, or damage alleged to have been done to work; (6) any established custom or usage, either generally or in the particular district affected; (7) the interpretation of an agreement or a clause thereof."

It is not easy to review all the provisions of the Act in detail. Its scheme is very simple. By section 5, whenever any dispute (as defined by section 2) exists between an employer (as so defined) and any of his employees which the parties cannot adjust, application may be made by either party to the minister for a Board of Conciliation and Investigation. Then follow provisions for the appointment of the board and for the procedure before it. The board's duties are to enquire into the matters in dispute and to "endeavour to bring about a settlement" and failing a settlement to report (sections 23 and 25). The board is not, however, a body of arbitrators, and its report and the findings and recommendations therein have no binding effect whatever, and cannot be enforced, unless the parties have expressly agreed to that effect (sections 62 and 64).

But it is certain coercive features of the Act to which exception is especially taken by the plaintiffs. The board is empowered to summon witnesses, including the parties to the dispute, to compel the production of books, papers and other documents, and to enter buildings and other premises for purposes of inspection, and to interrogate persons therein, and these powers are sanctioned by penalties for failure to attend or to give evidence or to permit inspection (sections 30, 32, 33, 36, 37 and 38).

Sections 56 to 59 contain extremely drastic provisions designed to preserve the *status quo* from the moment the minister grants the application for a board until it has made its report. Notwithstanding that the several contracts of employment may have come to an end, or be subject to cancellation for cause, neither the employers on the one hand nor the employees on the other can exercise their ordinary civil rights of bringing the engagement to an end, or of refusing to renew upon the same terms, if either party sees fit to apply for a Board of Conciliation, without subjecting themselves to serious penalties. Having in view the definition of "dispute" in section 2 (e), which includes, for example, "the interpretation of an agreement or a clause thereof," questions as to materials used, hours of employment, sex and age of employees and other matters going far beyond the mere question of wages, the far-reaching effect of the prohibitions contained in sections 56 to 59 will be appreciated. Once the reference to the board is made neither the employer nor the employee can put an end to the existing situation. The employee must still be retained in his employment and the employer must still pay the same wages, and the employee may not discontinue his employment, the result being that the civil rights of both parties to the dispute are seriously interfered with. Their hands are tied. They continue to be bound by a bargain which they never made until the board has made its report. It can hardly be suggested for a moment that these provisions are not a direct interference with the civil rights of the parties. That is particularly the case if the dispute is over "the interpretation of an agreement." An employer or employee who seeks the interpretation of an existing agreement may find that, instead of being able to go to the courts for a decision, he must await the report of the board, though that report cannot affect his legal rights in any way whatever. But in the meantime neither party can put an end to the contract on the ground of its alleged breach, or exercise any other civil right given him by the law of the province if it comes within the dispute submitted to the board.

Mr. Duncan justified all these provisions which interfere with the civil rights of the parties as being merely ancillary to the main purpose and object of the Act, namely, the settlement of industrial disputes and the prevention of strikes and lockouts, which, as he argues, comes within the authority reserved to the Parliament of Canada by section 91: "To make laws for the peace, order and good government of Canada in relation to all matters not coming within the classes of subjects by this Act assigned exclusively to the legislatures of the provinces". Assuming that the main purpose or object of the Act falls within the residuary power of Parliament under section 91, the judgment of the Judicial Committee in *City of Montreal v. Montreal Street Railway Co.*, (1912) A. C. 333, has made it clear that the provision at the end of section 91, which limits the provincial powers even in matters exclusively assigned to the provinces, applies only to the 29 enumerated classes of subjects assigned by section 91 to the Parliament of Canada and "that to those matters which are not specified amongst the enumerated subjects of legislation in section 91 the exception at its end has no application, and that in legislating with respect to matters not so enumerated the Dominion Parliament has no authority to encroach upon any class of subjects which is exclusively assigned to the provincial legislatures by section 92" (p. 343). Mr. Justice Duff, who was one of the three judges whose judgment was ultimately confirmed by the Privy Council in the Board of Commerce case (1920), 60 S.C.R., 456, at p. 508, makes this statement: "There is no case of which I am aware in which a Dominion statute, not referable to one of the classes of legislation included in the enumerated heads of section 91 and being of such a character that, from a provincial point of view, it should be considered legislation dealing with 'property and civil rights', has been held competent to the Dominion under the introductory clause".

The Act in question here, in my judgment, purports to interfere in the most direct and positive manner with the civil rights of employers and employees, and also with the municipal institutions of this province, both subject-matters of legislation exclusively assigned

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to the provinces by numbers 8 and 13 of the subjects enumerated in section 92. That the operation of an electric lighting, heating and power system for municipal purposes is within the competence of a provincial legislature was held by a Divisional Court in *Smith v. City of London* (1909), 20, O.L.R., 133, and the system is none the less a municipal one merely because it is operated by a commission having a separate corporate existence, but nevertheless a distinct department of the municipal government of the city of Toronto constituted by special legislation, for that purpose, of the provincial legislature. Municipal institutions and the provincial power to legislate in respect thereof are of course subject to encroachment by the exercise of the federal powers over the 29 subjects enumerated in section 91, but under the decision in the *Montreal case*, *supra*, no such encroachment can be justified when the Dominion Parliament is legislating under the residuary power.

If it is suggested that, by the provisions which impose penalties, and which subject both employer and employee to criminal prosecution for failure to observe the prohibitions imposed by the Act, it may be justified under the federal power to pass criminal laws, then I think the judgment of the Privy Council in the *Board of Commerce case*, where a similar contention was made, is applicable. Lord Haldane points out there that the Dominion Parliament cannot pass legislation interfering with provincial rights and attempt to justify it by ancillary provisions creating crimes: *In re the Board of Commerce Act, 1919*, and the *Combines and Fair Prices Act, 1919*, (1922) 1 A.C. 191, at pp. 198 and 199.

The recent judgment of the Judicial Committee delivered on the 25th July last in the case of *Fort Frances Pulp and Paper Company v. Manitoba Free Press Co.* might lend colour to the suggestion that there may be cases, notwithstanding what was laid down in the *Montreal Street Railway case*, where in a "national emergency" the Parliament of Canada may have power to pass legislation under the residuary clause infringing upon provincial rights. If that is what is meant, the decision in the *Montreal Street Railway case* must be read with some qualification. Mr. Duncan urged that the prevention of strikes and lockouts was a matter of such national importance as to bring the *Industrial Disputes Investigation Act* within the principle enunciated by Lord Haldane in the *Fort Frances case* (assuming that it has enunciated a principle which departs from that laid down in the *Montreal Street Railway case*), but, whatever the power of Parliament may be to legislate expressly in the event of an existing or threatened nation-wide strike of such proportions as to constitute a national danger, I am unable to see how an Act of general application which may be invoked by 10 employees can be treated as having been passed to meet a "national emergency" in the sense in which the *Fort Frances* judgment uses that term. That judgment will require careful thought before giving it any application at variance with earlier decisions of the Judicial Committee, and it may be that the Judicial Committee justified the *War Measures Act, 1914*, as competent to the Dominion "under other powers which may well be implied in the constitution". As the judgment says: "It is clear that in normal circumstances the Dominion Parliament could not have so legislated as to set up the machinery of control over the paper manufacturers" which was there in question. Here there is nothing abnormal or necessarily of national importance in an industrial dispute or in a threatened strike or lockout, and the desire of the Dominion Parliament to prevent strikes and lockouts, however laudable it may be, and however effective the machinery devised for the purpose might be if Parliament were not hampered by a divided field of legislative power, cannot empower Parliament to invade either directly, or indirectly, under the guise of ancillary legislation, right, either given by the civil laws of the province or existing under the exclusive provincial authority, to legislate as to municipal institutions. I have not overlooked the decision in the *Province of Quebec, Montreal Street Railway Co. v. Board of Conciliation and Investigation* (1913), Q.R. 44, S.C. 350. The authority of that decision has been so affected by later decisions of the Privy Council that I do not see that it is binding upon me or that it is now a correct exposition of the law.

Counsel for the defendants raised the objection that there could be no ground for an interim injunction until the board took or threatened to take steps to put the coercive provisions of the Act into operation. But when asked if he would undertake on their behalf not to do so, he declined. I do not think that the plaintiffs are called upon to wait until the defendants are about to enter their works and have demanded the production of their books and documents before coming to the court. The granting of an interim injunction is, of course, a matter of discretion, but it calls for the exercise of a little common sense. I think the plaintiffs are entitled to assume that the board may see fit to exercise or put into force all or any of the coercive powers given to it by the Act, and are not bound to wait until the defendants are demanding admission at their front door.

Mr. Duncan also raised certain objections to the form of the action, urging that it was not a case of a declaratory judgment as claimed by the writ and that no action lay against the defendants. It will be for the trial judge to deal with the former objections, but I desire to point out that, if an action for an injunction lies against these defendants, it is of little practicable importance whether the plaintiffs ask for a declaratory judgment as to

the validity of the Act or not, if, in order to determine the right to an injunction or otherwise, the court must pass upon the constitutionality of the Act, or of some of its provisions. As to the defendants being proper parties, if they are claiming to exercise to the detriment of the plaintiffs, powers for which there is no legal sanction, the plaintiffs are clearly entitled to enforce their rights by injunction.

I ought to add that I have come to this conclusion with reluctance. I am of course merely dealing with the bald question of law which presents itself for consideration under the provisions of the British North America Act. It seems to be generally recognized that the Industrial Disputes Investigation Act has been a beneficial one and has facilitated the settlement of numerous disputes, and it is to be hoped that, whatever the ultimate decision as to its constitutionality may be, it will be found possible to pass legislation, either federal or provincial or both, which will maintain the efficiency of the scheme of the Act.

The plaintiffs press for an injunction restraining the defendants from performing any of the functions which they are called upon by the Act to perform on the ground that the whole Act is unconstitutional. I am not prepared upon a mere interlocutory motion to go that far; whether or not an innocent enquiry as to an industrial dispute, not fortified by any coercive power, is beyond the competence of the Canadian Parliament, I do not think it necessary at this stage to determine.

The injunction ought to go restraining the defendants from interfering in any way with the business of the plaintiffs and from entering upon the premises of the plaintiffs for the purpose of examining their works or exercising any of those powers given them by section 38. They have no power to enforce the attendance of witnesses, or the production of books, papers or other documents either by the plaintiffs or by anyone else who chooses to withhold them. Of course individual witnesses not parties to these proceedings get no technical protection from this judgment. What remains is that the powers of the Board of Conciliation are in my opinion limited to an investigation merely of a voluntary character. I think they have no power to enforce, by the means the Act has provided, any of the provisions which interfere with the liberty or freedom of the parties to contract, or the right to strike or lockout, or to carry on their respective businesses as they may see fit. I do not think sections 56, 57, 58 and 59 are effective. Those sections have really nothing to do with the immediate subject-matters of this interim injunction because the Conciliation Board does not necessarily enforce them; they are perhaps enforceable by anyone who chooses to lay any information. The board is, in my judgment, limited to the innocuous duty of investigating and making a report, but cannot put into force those drastic provisions of the Act which interfere with the civil and municipal rights or the rights of property of any party to the dispute. The injunction will continue until the trial, the question of costs being reserved to be disposed of by the trial judge.

Application for the issuing of a permanent injunction against the board was subsequently made by the Toronto Electric Commissioners and the case was heard by Mr. Justice Mowat, who delivered his judgment on December 15, 1923. The Act was found by him to be within the powers of the Dominion Parliament and the application for a permanent injunction was, therefore, refused.

TEXT OF JUDGMENT OF MR. JUSTICE MOWAT

This action is for a declaration that the defendants have no right to act as a Board of Conciliation and Investigation in respect of an alleged dispute between the plaintiffs and their employees, and is brought in the main to dispute the constitutional right of the Parliament of Canada to pass the Industrial Disputes Investigation Act (1907) generally, and in particular as it affects the relations between the Toronto Electric Commissioners, who are entrusted by statutes of the province of Ontario with the powers and duties of producing and controlling electrical power, and their employees.

The Act in question is challenged upon the ground that it interferes with the remitted powers of the province under section 92 of the British North America Act, as follows: subsection 8, municipal institutions in the province; subsection 13, property and civil rights in the province; subsection 16, generally all matters of a merely local or private nature in the province.

The scheme of the Industrial Disputes Investigation Act is to compel the parties to a threatened strike or lockout to meet together in conference in which both employer and employees may state their cases and differences, with a view that they may be, by conciliatory efforts, induced to come to a fair and amicable settlement of the dispute, so as to remove tense and disrupted relations, failing which the board is to make a report giving its information to the public. And it is empowered for this purpose to interfere with contracts in existence between the hirer and the hired, freedom of action while the discussions and proceedings are taking place, and incidentally to enter upon and inspect works and examine books and reports, so that all facts and circumstances may be disclosed.

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It may be conceded that the obligatory character of the Act in these respects is an invasion of the field of "property and civil rights," but it is urged on behalf of the Attorney-General for Canada and the defendants, the members of the Board of Conciliation appointed under the Act, that such requirements are necessary and that the effective or possible determination of industrial strife gives the Dominion Parliament power so to trench upon the subjects mentioned in subsections 8, 13 and 16 of section 92, in order that a law necessary for "the peace, order and good government of Canada" may be effectively administered and enforced.

Having come to the conclusion that the constitutional question raised is the all important one, I do not here deal with the evidence directed to that feature of the case which deals with the procedure leading up to the appointment of the Board of Conciliation which was made and the propriety of its appointment. In a general way I find that the requirements of the statute have been complied with.

I therefore pass on to discuss the constitutional point raised.

The question of industrial strife, together with its ramifications and the growth of labour unions, is vastly different from the condition existing at the time of the passing of the British North America Act in 1867, and the silence of the Act regarding "labour" and the absence of the specific allocation of that subject to the Dominion or the provinces is thus accounted for. But it may be observed that the question of labour has, for more than twenty years, been appropriated by the Dominion Parliament and Government. There is a Department of Labour, with a Minister of Labour in charge; periodical publications dealing with labour questions, the labour market, the current cost of living, and the employment of the military forces of Canada in the protection of property and the public safety where violent eruptions have occurred or may. This department has, by common consent of the provinces during this long period, been the principal administrative means of dealing with the question of eruptive industrial strife; and, while the fact of acquiescence does not settle a constitutional point of law, and if there is no authority for the taking over of labour problems by the Dominion, yet a declaration of the court that all such administrative actions are to cease, and inferentially that all the governments and their law officers have erred, or slept, should not be arrived at unless the law is clear.

Canada's constitutional problems have all found their way to the Judicial Committee of the Privy Council, whose members have taken enormous pains, from period to period, in their elucidation, and it is by the views of that tribunal that we are to be guided.

The allocation by the British North America Act of subjects to Dominion or provinces by general heads or titles, means overlapping and impingement and in *Citizens and Queen Insurance Companies v. Parsons* (1881) 7 A.C. 96, Sir Montague Smith says, (p. 107):—

"The scheme of this legislation, as expressed in the first branch of section 91, is to give to the Dominion Parliament authority to make laws for the good government of Canada in all matters not coming within the classes of subjects assigned exclusively to the provincial legislature."

And at pages 108, 109:—

"It is the duty of the courts, however difficult it may be, to ascertain in what degree, and to what extent, authority to deal with matters falling within these classes of subjects exists in each legislature, and to define in each case before them the limits of their respective powers. It could not have been the intention that a conflict should exist; and, in order to prevent such a result, the two sections must be read together, and the language of one interpreted and, where necessary, modified by that of the other. In this way it may in most cases be found possible to arrive at a reasonable and practical construction of the language of the sections so as to reconcile the respective powers they contain and give effect to all of them."

And per Lord Dunedin in *Grand Trunk Railway Company v. Attorney-General of Canada* (1907) A.C. 65 ("Contracting Out" case), at page 68:—

"First . . . there can be a domain in which provincial and dominion legislation may overlap, in which case neither legislation will be *ultra vires* if the field is clear; and secondly, that if the field is not clear, and in such a domain the two legislations meet, then the dominion legislation must prevail."

In *John Deere Plow Company Limited v. Wharton* (1915), A.C. 330, Viscount Haldane said, (pages 338, 339):—

"The language of these sections (91 and 92) and of the various heads which they contain obviously cannot be construed as having been intended to embody the exact disjunction of a perfect logical scheme. The draftsman had to work on the terms of a political agreement, terms which were mainly to be sought for in the resolutions passed at Quebec in October, 1864. To these resolutions and the sections founded on them, the remark applies. . . . If there is at points obscurity in language, this may be taken to be due, not to uncertainty about general principles, but to that

difficulty in obtaining ready agreement about phrases which attends the drafting of legislative measures by large assemblages. It may be added that the form in which provisions in terms overlapping each other have been placed side by side shows that those who passed the Confederation Act intended to leave the working out and interpretation of these provisions to practice and to judicial decisions. . . . In discharging the difficult duty of arriving at a reasonable and practical construction of the language of the sections so as to reconcile the respective powers they contain and give effect to them all, it is the wise course to decide each case which arises without entering more largely upon an interpretation of the statute than is necessary for the decision of the particular question in hand. The wisdom of adhering to this ruling appears. . . . to be of special importance. When putting a construction on the scope of the words 'civil rights' in particular cases, an abstract logical definition of their scope is not only, having regard to the context of sections 91 and 92 of the Act, impracticable, but is certain, if attempted, to cause embarrassment and possibly injustice in future cases. It must be borne in mind in construing the two sections that matters which in a special aspect and for a particular purpose may fall within one of them, may in a different aspect and for a different purpose fall within the other. In such cases the nature and scope of the legislative domain of the Dominion or Province, as the case may be, have to be examined with reference to the actual facts if it is to be possible to determine under which set of powers it falls in substance and in reality".

It appears to me that "labour" legislation such as the Industrial Disputes Investigation Act is one of national concern. It is important that a close touch should be kept of the movements and variations of industrial strife and that this can best be done, as such strife existed in 1907 and until the present time, by the Federal Government. A general strike in Winnipeg in 1919 was only brought to an end through the voluntary efforts of the non-industrial citizens to break it, and to prevent the misery and underfeeding of children which seemed likely to ensue. All important labour unions in Canada were sympathetically affected by it from ocean to ocean, and if it had spread, as at one time feared, ruinous conditions would have ensued to trade and stable industry. In such a case provincial lines are obliterated and the provinces, not having the means of free and instant communication with each other, or for concert, could ill avert dominion-wide trouble. The simple local strikes which alone could have been in contemplation of the Fathers in 1864 and 1867, have given place to those of brotherhoods composed in some instances of hundreds of thousands, and dominion-wide in their operations and probably beyond the resources of each province to deal with. As was said by Lord Watson, in stating the opinion of the Judicial Committee in *Attorney General for Ontario v. Attorney General for the Dominion* (1896), A.C. 348, 361:—

"Some matters, in their origin local and provincial, might attain such dimensions as to affect the body politic of the Dominion, and to justify the Canadian Parliament in passing laws for their regulation or abolition in the interests of the Dominion, but great caution must be observed in distinguishing between that which is local and provincial . . . and that which has ceased to be merely local or provincial and has become a matter of national concern, in such sense as to bring it within the jurisdiction of the Parliament of Canada".

In *Russell v. The Queen* (1882) 7, A.C. 829 it was held that the restriction of intemperance was a matter of public order and safety although it infringed on property and civil rights. And this case, although the Attorneys-General were not represented, has been expressly reaffirmed in statements by the committee.

If such an ill as occasional overdrinking is subject to Dominion legislation, it must follow that the prevention of strikes by conciliation which conceivably might occasion the starving of the people should also be.

In the last case on the subject, it was held that regulation of the price of newsprint paper, upon which soothing and uninterrupted information might be written to quiet the nerves of the people racked by the Great War, but which was over when the regulation was passed, was within the powers of the Dominion, the Viscount Haldane saying: "No authority other than the central government is in a position to deal with a problem which is essentially one of statesmanship." *Fort Frances Pulp and Paper Co. v. Manitoba Free Press Co.* (1923), A.C. 695, 706.

The elements of "municipal affairs" and "matters of a merely local and private nature" come within the same reasoning.

I note that Mr. Justice Orde in this very case, reported 25 O.W.N. 64, heard a motion for an interim injunction upon material which substantially raised the same issue as that raised by the evidence at the trial before me and gave a considered judgment, reasoned with his usual clearness, coming to a conclusion differing from that to be gathered from what I have here said.

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The Ontario Judicature Act, section 32, declares that a judge cannot disregard or depart from a prior known decision of any other judge of co-ordinate authority on any point of law without his concurrence, and, as I have not that concurrence, although I have no reason to think it would not be given, I must say with reluctance, but to be formally correct, that I deem his decision to be wrong and the case of sufficient importance to warrant me in referring it, with the record and evidence before me, to one of the appellate divisions, together with the costs of action; and such reference is therefore made.

Owing to the difference of opinion between two judges of co-ordinate authority, the case was referred to one of the appellate divisions of the Supreme Court of Ontario, by which judgment was delivered on April 22, 1924, shortly after the close of the fiscal year. Since, however, the questions raised in these proceedings are of the highest importance, it is thought desirable to include in the present review the text of the judgment of the Appellate Division. The proceedings before the Divisional Court comprised a continuation of the trial on reference to this Court by Judge Mowat. The judgment of the Appellate Division was delivered by Mr. Justice Ferguson and dismissed the action with costs, including costs of injunction proceedings. The issue of the judgment and the order dissolving the injunction were, however, directed to be stayed for such time as was reasonably necessary to allow an appeal to be taken. The judgment of Mr. Justice Ferguson was concurred in by Chief Justice Mulock and by Mr. Justice Smith and Mr. Justice Magee. Mr. Justice Hodgins dissented and was of opinion that judgment should be entered for the Toronto Electric Commissioners.

The Attorney General of Canada and the Attorney General of Ontario, though not parties to the case, were represented by counsel, as the constitutional validity of an Act of the Parliament of Canada was in question.

TEXT OF DIVISIONAL COURT JUDGMENT

The judgment prepared by Mr. Justice Ferguson of the Divisional Court was as follows:—

Continuation of the trial on a reference to this court by Mowat, J., under section 32 of the Judicature Act., R.S.O., cap. 56, ss. 3 and 4, which read:—

“(3) If a judge deems a decision previously given to be wrong and of sufficient importance to be considered in a higher court, he may refer the case before him to a Divisional Court.

“(4) Where a case is so referred, it shall be set down for hearing, and notice of hearing shall be given in like manner as in the case of an appeal to a Divisional Court.”

The plaintiffs are a Board of Commissioners appointed under sections 16 and 17 of I George V, chapter 119 (Ontario) (An Act respecting the City of Toronto), to manage the municipal electric light, etc., of the city of Toronto. They are a body corporate and have the duties and powers of commissioners under the Public Utilities Act, R.S.O. (1914), chapter 104. The defendants are a Board of Conciliation and Investigation appointed under and pursuant to the Industrial Disputes Investigation Act (1907) with all the powers conferred by that Act upon commissioners appointed thereunder for the purpose of investigating, reporting upon and bringing about a settlement between the plaintiffs and their employees. The Attorney General of Canada and the Attorney General of Ontario are not parties but appear pursuant to notice served upon them under section 33 of the Judicature Act, which provides that, where, in any action or proceeding, the constitutional validity of any Act of the Parliament of Canada or the Legislature of Ontario is brought into question, the same shall not be adjudged invalid until after notice has been served upon the Attorney General for Canada and the Attorney General for Ontario; also that the Attorney General for Canada and the Attorney General for Ontario shall be entitled as of right to be heard either in person or by counsel, notwithstanding that the Crown is not a party to the action or proceeding.

The plaintiffs plead that the Industrial Disputes Investigation Act is not within the powers conferred on the Parliament of Canada by the British North America Act, because (1) it deals with property and civil rights in the province, subjects (class 13) exclusively assigned to the provincial legislatures by section 92 of the British North America Act; (2) it interferes with municipal institutions, one of the classes of subjects (class 8) exclusively assigned to the provincial legislatures by section 92 of the British North America Act; (3) it is an interference with a local work or undertaking, subjects (class 10) exclusively assigned to provincial legislatures by section 92 of the British North America Act.

The plaintiffs ask the following relief: (1) a declaration that the defendants are, without lawful authority, acting as a Board of Conciliation and Investigation into alleged disputes between the plaintiffs and certain of their employees; (2) an injunction restraining the defendants and each of them from proceeding with the investigation, or, in the alternative, for a perpetual injunction in the terms of an interim injunction granted herein by the Hon. Mr. Justice Orde.

Before pleading, the plaintiffs applied for and obtained from Mr. Justice Orde, sitting in Weekly Court, an interim injunction restraining the defendants, until the trial, from interfering with the business of the plaintiffs, from entering upon the premises of the plaintiffs, from examining the plaintiffs' work or employees upon the plaintiffs' premises, and from exercising any of the compulsory powers contained in sections 30 to 38 of the Industrial Disputes Investigation Act, and from interfering in any way with the property and civil rights or the municipal rights of the plaintiffs.

The interim injunction was not granted merely because the learned judge who made the order was of opinion that sufficient had been shown to entitle the plaintiffs to have the rights of the parties determined by a trial before the proposed investigation was proceeded with. His reasons for making the order make it clear that, after a careful review and consideration of the authorities, he was of opinion that the Industrial Disputes Investigation Act is *ultra vires* of the Parliament of Canada. The trial judge, being of a different opinion, considered the interim injunction order granted by Mr. Justice Orde and his reasons therefor a decision previously given within the meaning of section 32 of the Judicature Act entitling and requiring him to refer the question raised to the Appellate Division for their decision.

It is not, I think, necessary for the decision of the case at bar to pass upon the constitutional validity of any sections or provision in this Act which do not deal with the powers of the board, and consequently it is not necessary to consider the constitutional validity of sections 56 to 61, which deal with strikes and lockouts prior to and pending a reference to a board of enquiry.

I am of opinion that, while sections 30, 36 and 37 of the Act confer on the board compulsory powers which trench upon property and civil rights, and authorize the board to inquire into industries that are in some cases local works carried on by municipalities, yet my opinion is that, according to the "true nature and effect of the enactment," "its pith and substance," the legislation is not law in relation to "municipal institutions" (8), local works (10), property and civil rights (13), matters purely local (16), as these words are used in subsections 8, 10, 13 and 16 of section 92 of the British North America Act, but is legislation to authorize and provide machinery for conducting an inquiry and investigation into industrial disputes between certain classes of employers and their employees, which disputes in some cases may, and in other cases will, develop into disputes affecting not merely the immediate parties thereto, but the national welfare, peace, order and safety, and the national trade and business.

The purpose of the inquiry authorized by the Act is, I think, three-fold: (1) the regulation of trade and business by preventing the interruption of trade and commerce necessarily incident to delaying, hindering, interrupting or stopping the operation of mines or public utilities; (2) the promotion and protection of national public peace, order and safety by (a) confining the dispute to a limited district, or bringing about a settlement, (b) by informing the public in reference to the cause and nature of the dispute, (3) by bringing to bear upon the parties intelligent public opinion, and through that agency preventing the breaking out and spreading of strikes or lockouts and the disturbances, rioting and breaches of the peace and criminal law which, it is common knowledge, frequently follow the stopping, by strike or lockout, of the operation of mines, agencies of transportation or communication and public service utilities which furnish such necessities as light, heat and power.

Counsel for the defendants and the Attorney General for the Dominion submitted that, as, according to its "true nature and effect," its "pith and substance," and its title, the Act here in question is legislation in reference to industrial disputes, and as the Imperial Parliament, in the Australian Constitution Act, (63-64) Victoria, recognized and treated industrial disputes as presenting an aspect of peace, order and good government that required special legislative treatment (see section 51 of the Australian Act), we may and should hold that the legislation does not fall within any of the classes enumerated in section 92 of the British North America Act. Basing his argument on the foregoing submission, and on a statement of the Judicial Committee in *Russell v. The Queen*, 7 A.C., at p. 836, and another statement in the *Alberta Insurance case* (1916), 1 A.C. 588 at 595, counsel for the Dominion urges that the legislation here in question is valid because it is a class of legislation not covered by or included in any of the classes enumerated in section 92 of the British North America Act.

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The statements of the Judicial Committee relied upon for this proposition, read (Russell v. The Queen, p. 836):—

"The first question to be determined is, whether the Act now in question falls within any of the classes of subjects enumerated in section 92, and assigned exclusively to the legislatures of the provinces. If it does, then the further question would arise, viz., whether the subject of the Act does not also fall within one of the enumerated classes of subjects in section 91, and so does not still belong to the Dominion Parliament. But if the Act does not fall within any of the classes of subjects in section 92, no further question will remain, for it cannot be contended, and indeed was not contended at their Lordships' bar, that, if the Act does not come within one of the classes of subjects assigned to the provincial legislatures, the Parliament of Canada had not, by its general power 'to make laws for the peace, order and good government of Canada,' full legislative authority to pass it."

(The Alberta case, p. 595):—

"It must be taken to be now settled that the general authority to make laws for the peace, order and good government of Canada, which the initial part of section 91 of the British North America Act confers, does not, unless the subject-matter of legislation falls within some of the enumerated heads which follow, enable the Dominion Parliament to trench on the subject-matters entrusted to the provincial legislatures by the enumeration in section 92. There is only one case, outside the heads enumerated in section 91, in which the Dominion Parliament can legislate effectively as regards a province, and that is where the subject-matter lies outside all of the subject-matters enumeratively entrusted to the province under section 92. Russell vs. The Queen is an instance of such a case."

Counsel for the plaintiffs and the Attorney General for Ontario submit that the legislation here in question trenches upon the classes of legislation enumerated in subsections 8, 10, 13 and 16 of section 92, and that the Dominion Parliament may not trench on any class enumerated in section 92, except to legislate in respect of a class enumerated in section 91, and for the later submission they rely upon the statements quoted by Mr. Justice Orde, from *Montreal v. Montreal* (1912), A.C. 333; the opinion of Mr. Justice Duff in the *Board of Commerce* case, 60 S.C.R. 456 at 508; the statements in *Attorney General for Ontario v. Attorney General for the Dominion* (1896) A.C. 348 at 360; the first sentence I have quoted from the *Alberta case* (supra). The plaintiffs and the Attorney General for Ontario further submit that *Russell v. The Queen* is not now regarded as authority for the statement that Dominion legislation which trenches upon any of the classes enumerated in section 92 can be supported on the peace, order and good government clause of section 91 without aid from one or more of the classes enumerated in section 91, and in support of this proposition they refer to a statement appearing at pages XIX and XX, *Cameron's Canadian Companies in the Judicial Committee*.

Though in the view I have taken it is not necessary to rest my judgment upon the meaning and effect of the authorities cited for and against the proposition stated by counsel for the defendants and the Attorney General for the Dominion, I think it proper to say that I am not convinced that the point raised has been yet decided. As I read *Russell v. The Queen*, there is much in the reasons for the result in that case to support the view that the right of the Dominion to enact the legislation there in question could be and was supported by reference to and on the power of the Dominion to legislate in reference to public wrongs and criminal law and trade and commerce, rather than on power to legislate in reference to an unenumerated subject. I am also of the opinion that the decision on this point was not necessary to the determination of the *Alberta Insurance case* (supra), and as I read the *Montreal case*, it decided only that the power to regulate rates and traffic on connecting provincial lines was not necessarily incident to the regulation of rates and traffic on Dominion railways. In the *Board of Commerce case*, Mr. Justice Duff's statement does not take the form of a pronouncement on a point necessary to the decision of the case he was considering.

In the *Distillers and Brewers case* (1896) A.C. at 360, the Committee states the proposition as it is stated by Mr. Justice Duff in the *Board of Commerce case*, and yet in the same case accepts and treats *Russell v. The Queen* as rightly decided.

After a careful perusal of the authorities, I am unable to reconcile the cases or the two propositions in the statement I have quoted from the *Alberta Insurance case*, unless it be that the legislation in *Russell v. The Queen* did not, in the opinion of the Judicial Committee, even trench upon any of the powers conferred upon the provinces by section 92, or unless it be that the opinions of the Judicial Committee in *Russell v. The Queen*, and in the *Fort Frances case* (1923), A.C. 695, are founded upon the proposition that, where a condition arises in which the peace, order and welfare of the Dominion as a whole is affected and that condition cannot be effectively met, controlled and regulated by provincial legislation, the Dominion Parliament has power to legislate under the peace, order and good government clause of section 91 even if in so doing it trenches upon some of the

classes enumerated in section 92. While there are statements in the reasons for judgments in the Russell case and the Fort Frances case which appear to support the last proposition, it is not, I think, clear that the proposition was necessary to the decision of either case or that it is laid down in either case.

In the absence of clear and binding authority requiring me to do so, I am not prepared to hold that such a wide and far reaching power must, can or should be implied in order to give effect to the agreement which the Imperial Parliament embodied in the British North America Act. I incline to the view that if the Russell case is not supported by reference to subsection 27 of section 91, criminal law, and subsection 2, trade and commerce, then it must be taken to have been determined on a finding that the legislation did not in fact trench upon any class enumerated in section 92 and that the Fort Frances case is based upon a finding of such an abnormal condition that the necessities of the situation demanded, required and justified the implying of an overriding power to legislate so as to meet, regulate and control an abnormal condition amounting to a great national emergency, in which the safety of the nation as such was threatened.

For these reasons I am of opinion that the weight of authority is in favour of the proposition that, except in conditions involving the very safety of the Dominion as a political entity, the Parliament of Canada may not in its legislation trench upon any of the subjects enumerated in section 92, unless such legislation, according to its pith and substance, is legislation in relation to a class of legislation enumerated in section 91 of the British North America Act.

Counsel for the Attorney General for the Dominion and the defendants submit that, if the legislation cannot be supported as not falling within or trenching upon any of the classes enumerated in section 92, it can and should be supported as legislation in respect of one or more of the classes enumerated in section 91 of the British North America Act.

The wording of section 91 of the British North America Act makes clear that legislation which comes within any of the enumerated classes of section 91 is within the power of the Dominion Parliament, and numerous cases, many of which are quoted in the latest pronouncement of the Judicial Committee in *re Reciprocal Insurance* (1924), 1 D.L.R. 789 at 795, establish that the class of legislation is determined by reference to "its true nature and character," "its pith and substance," "its paramount purpose."

I have already expressed my opinion as to "the true nature and character of the legislation," "its pith and substance," "its paramount purpose," and that brings me to the inquiry: Does legislation of that nature fall within any of the enumerated classes of section 91? In such an inquiry, two classes suggest themselves. They are:—

- (1) The regulation of trade and commerce (section 91, class 2).
- (2) The criminal law, except the constitution of courts of criminal jurisdiction (section 91, class 27).

The meaning of "trade and commerce" as used in the section has been considered in a number of cases. These cases are collected and discussed in Cameron's *Canadian Constitution*, pages 75 to 78, and while the scope of this power of the Dominion to regulate trade and commerce is not defined or determined by any of the cases considered, it was said in *Citizens v. Parsons*, 7 A.C. 96, that: "the words include the political arrangements in regard to trade requiring the sanction of Parliament, regulation of trade in matters of interprovincial concern, and it may be they would include general regulation of trade affecting the whole Dominion."

The scope of class 27 was considered in *Attorney General for Ontario v. Hamilton Street Railway*, 1903, A.C. 524, and in that case the Judicial Committee said that the words "criminal law" meant "criminal law in its widest sense."

While it may be argued that regulations in reference to trade and commerce mean regulations defining how or in what manner articles or commodities shall be dealt or traded in rather than regulations in reference to the production thereof, and that the object of the investigation is to prevent the interruption of production rather than interruption of trading in commodities produced, I am of opinion that the "employers" named in subsection (c) of section 2 of the Industrial Disputes Investigation Act are dealers and vendors in articles of trade and commerce, as well as producers thereof, and that the legislation here in question may be read as being legislation to prevent the shutting down and the stopping of plants and industries which vend and deal in articles of trade and commerce, which, by reason of their very nature, are of national importance. It cannot be disputed that to deprive the city of Toronto of electric power on which it depends for light, heat and power is to disturb and hinder the national trade and commerce and to endanger public peace, order and safety.

As to criminal law, it may be argued that criminal law means only law defining crimes and fixing punishments therefor. It is to be noted that section 91 of the British North America Act does not confine the power of the Dominion to making criminal law, but that the power extends to making law in relation to the criminal law. My view is that the power to make law in relation to the criminal law in its widest sense, includes power to make laws a paramount purpose of which is the prevention of public wrongs and crime, and the

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maintenance of public safety, peace and order, and that the power of defining what shall constitute a crime, and providing for punishment, is only a part of the power conferred on the Dominion Parliament by class 27, section 91, of the British North America Act.

Industrial disputes are not now regarded as matters concerning only a disputing employer and his employees. It is common knowledge that such disputes are matters of public interest and concern, and frequently of national and international importance. This is so, not because the disputes may result in many plants being shut down, or tens, hundreds and even thousands of employees drawing strike pay instead of wages, but because experience has taught that such disputes not infrequently develop into quarrels wherein or by reason whereof public wrongs are done and crimes are committed, and the safety of the public and the public peace are endangered and broken, and the national trade and commerce is disturbed and hindered by strikes and lockouts extending, not only throughout the Dominion, but frequently to the United States, where most of our trade unions have their headquarters. Being of opinion that the Act is not one to control or regulate contractual or civil rights, but one to authorize an inquiry into conditions or disputes, and that the prevention of crimes, the protection of public safety, peace and order and the protection of trade and commerce are of the "pith and substance and paramount purposes" of the Industrial Disputes Investigation Act and of the enquiry authorized and directed thereby, I think the legislation may and should be supported on the powers conferred upon the Dominion Parliament by section 91, British North America Act, to make laws "*in relation to*" "the regulation of trade and commerce," and to make laws "*in relation to*" "the criminal law" "in its widest sense," even though it does not enact a criminal law or a law defining how or in what manner trade and commerce shall be carried on. See *Russell v. The Queen*, 7 A.C. 829, in which the Judicial Committee, referring to the Canada Temperance Act, said (p. 839):—

"Laws of this nature designed for the promotion of public order, safety or morals, and which subject those who contravene them to criminal procedure and punishment, belong to the subject of public wrongs rather than to that of civil rights. They are of a nature which fall within the general authority of Parliament to make laws for the order and good government of Canada, and have direct relation to criminal law, which is one of the enumerated classes of subjects assigned exclusively to the Parliament of Canada. . . . Few, if any laws, could be made by Parliament for the peace, order and good government of Canada which did not in some incidental way affect property and civil rights, and it could not have been intended, when assuring to the province exclusive legislative authority on the subject of property and civil rights, to exclude the Parliament from the exercise of its general powers whenever any such incidental interference would result from it. The true nature and character of the legislation in the particular instance under discussion must always be determined in order to ascertain the class of subject to which it really belongs."

I would dismiss the action with costs including costs of injunction proceedings, but would stay the issue of the judgment and the order dissolving the injunction restraining the defendant from proceeding with the enquiry for such time as is reasonably necessary to allow an appeal to be taken.

SMITH, J. A.: I agree.

MAGEE, J. A.: I agree.

MULOCK, C. J. O.: I agree with my brother Ferguson that the impugned portion of the legislation in question is legislation within the competency of the Dominion Parliament under its powers to make laws for the peace, order and good government of Canada in relation to the regulation of trade and commerce, and therefore think the action should be dismissed with costs.

DISSENTING OPINION OF MR. JUSTICE HODGINS

HODGINS, J. A.: This matter comes before us in the form, first, of an appeal by the defendants, members of a Conciliation Board appointed under the Industrial Disputes Investigation Act, 1907, and amendments, from an order of Mr. Justice Orde, and, second, for judgment in the action which was referred to this court by the trial judge, Mr. Justice Mowat, pursuant to section 32 of the Judicature Act.

It is to be doubted whether the last-mentioned section is applicable, as the order of Mr. Justice Orde merely continued an injunction in this action until the trial. It is true that he expressed an opinion upon the Industrial Disputes Investigation Act, from which the trial judge differed, but this view was given on an interlocutory application and upon certain facts disclosed in affidavits. This was, in my judgment, not binding upon the trial judge at the trial of the action where certain other facts, pro and con, were adduced in evidence, and therefore was not such a decision as would bring the case within that section. But as the

appeal from the order, and the argument on the merits of the action, involved the same question as to the constitutionality of the Act referred to and its amendments, it is not necessary to say more on this point.

It was suggested during the argument that, as the Act was passed in 1907, it must be viewed and judged in relation to the industrial and social conditions which existed at that date, irrespective of what has happened since. Whether or not the existence of these conditions, either the earlier or the later, prove to be of importance upon the question of constitutionality, it is the fact that the Act was amended in 1910, 1918, and 1920. If, therefore, the question of *intra vires* or *ultra vires* depends in any way upon what was happening or had happened in the Dominion, it would seem reasonable that the action of Parliament in those years should be regarded as an affirmation by it of the Act of 1907 as applicable to national conditions existing when the amendments were made. This consideration cannot be left out of sight if, as I have said, such earlier or later events are of importance in considering the legal validity of the Act.

It was urged on behalf of the defendants, and by counsel for the Attorney General of Canada, that Parliament could enact statutes, under the general power given to it to be exercised for the "peace, order and good government" of Canada, provided these statutes were not enacted directly "in relation to" civil rights, but in relation to what was called "industrial strife," a subject not mentioned in 1867 and so not attributed by the British North America Act either to the provinces or to the Dominion. But industrial strife, as explained in the argument, is nothing more than the result of the misuse or undesirable use of the civil right to cease work or to cease the operations of various businesses, singly or in concert, with the consequences resulting therefrom which are generally known as strikes or lockouts. This argument is therefore practically an endeavour to define jurisdiction by attempting to invent a new field, which, when examined, is found to be only a department of, or development in, one of those mentioned as exclusively possessed by the provincial legislature. But the argument took a wider and more plausible range. It was said that the Act, when examined in the light of the evidence adduced, dealt with a subject which transcended or might easily transcend provincial limits and was in fact one of Dominion-wide aspect. The evidence discloses, what is well known, that strikes and lockouts, while arising in defined localities, are, owing to the highly organized methods of modern labour, likely to spread and have indeed in some instances spread among allied and sympathetic trades and businesses. This, it is said, enlarges the field to be covered by legislation so as to make it imperative to the peace, order and good government of the Dominion that Parliament should take command of the situation and provide against a probable spread of industrial strife and consequent dislocation of business which might extend throughout the whole country. No one can deny that these consequences may follow from certain labour disputes, nor if they do occur are the disastrous results forecast to be minimized. Indeed, it is conceivable that there may arise conditions in connection with this subject which might give great force to the contention that the peace, order and good government of the Dominion demanded that Parliament should use the general powers given to it by the British North America Act. It was also urged that these might rise to such a height as to be comparable to other contingencies, such as war, famine or rebellion, which, as indicated in the Board of Commerce case, (1922) 1 A.C. 191, and in the Fort Frances case, (1913) A.C. 695, might justify such action.

It is necessary, therefore, to consider whether this statute can be supported under (1) emergency, (2) as dealing with a matter of general Canadian interest and importance, and (3) whether under any enumerated head of jurisdiction it has been validly enacted. It must be premised that, as railways, steamships, telegraph and telephone lines are included in the definition of "employer," what follows is limited to the effect of the Act in relation to the respondents, a commission operating locally and formed by provincial authority.

To deal first with the emergency argument. Evidence in this case does not disclose that such an emergency had arisen in 1907 or in the later years mentioned (though a sympathetic strike in another province is shown), nor that it is to be definitely apprehended at present or at any particular time; nor is the legislation framed so as to come into operation only when these abnormal conditions have arisen or these consequences are imminent. This form of legislation is said to be convenient and not unusual and to be open to the appropriate legislature.—See *Russell v. The Queen* (1882), 7 A.C. 829, 835. Reasonable fear that these extraordinary circumstances might arise in this country would seem to indicate that much more drastic and effective legislation than the present would be necessary to cope with them. The present statute is not, when examined, based upon either condition, but upon the normal working of industrial relations, which often require time and patience and some restraint, to afford protection against dislocation or disturbance in the usual conduct of business as between employer and employees. It is essentially a sedative measure, and is not in any way designed to meet serious emergencies. It must be judged upon what it deals with in fact, and upon what is its effect in so dealing. What is referred to as the true nature and character of the legislation has hitherto been sought in the enactment itself and not in the

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desirability of the end which it is intended to accomplish, considered apart from its actual operation and legal effect. It is what it really does, and the means used, that determine whether the purpose has been achieved in a constitutional manner. If it passes over the line and invades provincial jurisdiction, then to that extent it must be invalid unless it comes within one or more of the enumerated matters attributed to the Parliament of Canada or there is shown to have transpired such a Dominion-wide condition of affairs as would necessarily compel the conclusion that the peace, order and good government of the whole country require its enactment in the interests of the whole Dominion. Such a condition was exemplified in the Board of Commerce (1922), 1 A.C. 191, and the Fort Frances case (1923), A.C. 695, and is discussed in relation to a threatened railway strike in the United States, in *Wilson v. New*, 243 U.S. 332, and as to the housing difficulty in *Block v. Hirsch*, 256 U.S. 136.

In both the Canadian cases "special circumstances such as those of a great war," "highly exceptional circumstances," "sudden danger to social order," "exceptional cases" (such as war), "special circumstances of national emergency which concern nothing short of the peace, order and good government of Canada as a whole" are the phrases used to illustrate the meaning of an emergency such as justifies calling into operation the ultimate power residing in the peace, order and good government clause. The special and exceptional conditions of national emergency do not seem to exist in fact, and the apprehension that they may and will arise in the future will be better considered under the second head.

This second head needs a more detailed consideration of the Act itself. Its intent is described in the words of the Deputy Minister of Labour in 1902, as "carrying as far as possible the principal of voluntary conciliation, but substituting for a compulsory arbitration, with its coercive penalties, the principal of compulsory investigation, and its recognition of the influence of an informed public opinion upon matters of vital concern to the public itself."

Its legal effect may be said to be the creation of a tribunal with such coercive powers as will enable it to investigate a local industrial dispute and to make a report upon the facts found by such investigation, but without authority to enforce or apply to the parties the recommendation or findings of that report.

It seems to fall naturally into four main divisions. It defines industrial disputes and the parties thereto; it enables either party to the dispute to create a Board of Conciliation either by the co-operation of the other party or through the intervention of the Minister of Labour, or by the minister, without any application, under certain circumstances; it compels the maintenance of the *status quo* as between employers and employees pending the action of the board; and finally it vests in the board certain coercive powers over the parties to the dispute and their affairs and imposes penalties for disobedience to the board's exercise of these powers or for disregard of the provisions of the statute. When the board has accomplished its work and made its report to the minister, the legislation carries the matter no further and publicity is the only restraining force set in motion by the carrying out of the Act. The statute is limited in its operation to certain industries, namely, mines and those connected with public utilities, most of which are usually local and provincial.

"Dispute" and "industrial dispute" are defined as: "any dispute or differences between an employer and one or more of his employees, as to matters or things affecting or relating to work done or to be done by him or them, or as to the privileges, rights and duties of employers or employees (not involving any such violation thereof as constitutes an indictable offence)."

This is amplified by some further definitions so as to include, among other things, disputes as to wages, hours of employment, age, sex, qualification or status of employment and the mode, terms and conditions of employment, the dismissal of or refusal to employ any person or class of persons, as to materials alleged to be bad or unsuitable, and the interpretation of an agreement or a clause thereof.

Strikes and lockouts are defined as concerted cessation of work by employees or concerted refusal by employers to continue to employ any number of employees, provided, in each case, that this is done as a means of compulsion to accept terms of employment.

It is provided that no dispute shall be referred to a board where the employees affected are fewer in number than ten (section 21), and by section 6 the minister is obliged to establish the board if satisfied that the provisions of the Act apply. How he is to satisfy himself that there are at least ten persons affected is not stated.

Section 30 is as follows:—

"For the purpose of its inquiry the board shall have all the powers of summoning before it, and enforcing the attendance of witnesses, of administering oaths, and of requiring witnesses to give evidence on oath or on solemn affirmation (if they are persons entitled to affirm in civil matters) and to produce such books, papers or other documents or things as the board deems requisite to the full investigation of the matters into which it is inquiring, as is vested in any court of record in civil cases.

"2. Any member of the board may administer an oath, and the board may accept, admit and call for such evidence as in equity and good conscience it thinks fit, whether strictly legal evidence or not."

By sections 36, 37 and 38, failure to attend and produce books, documents, etc., refusal to give evidence, contempt of or in the face of the board and the hindering or obstruction of the board or any person authorized by it in entering premises where work is carried on and in interrogating persons therein are made offences punishable by the imposition of a money penalty to be enforced by proceedings under Part XV of the Criminal Code.

By section 56, strikes or lockouts are made unlawful prior to or during a reference to the board.

Section 57 is in part as follows:—

"Until the dispute has been finally dealt with by a board, and a copy of its report has been delivered through the registrar to both the parties affected, neither of those parties shall alter the conditions of employment with respect to wages or hours, or on account of the dispute do or be concerned in doing, directly or indirectly, anything in the nature of a lockout or strike, or a suspension or discontinuance of employment or work, but the relationship of employer and employee shall continue uninterrupted by the dispute, or anything arising out of the dispute."

Any violation of these provisions subject the party offending to a fine to be recovered by proceedings under Part XV of the Criminal Code.

The salient features objected to are, therefore:—

(1) Compelling the parties, pending the making of the report, to abstain from anything altering their conditions of employment with respect to wages or hours, or from doing or being concerned in doing anything directly or indirectly in the nature of a lockout or strike or a suspension or discontinuance of employment or work, or in other words compulsion to maintain and not to terminate the relationship of employer and employee and to continue such relationship without any alteration of wages or hours.

(2) Compelling the parties to give evidence on oath and to produce their books, papers and documents in the same way and to the same extent as may be insisted on by any court of record in civil cases, and the evidence which the parties may be so compelled to give is not limited to such evidence as is legal evidence by the law of the province.

(3) Empowering the board and any persons authorized by them to enter the employers' premises and to inspect and view the work, material or machinery, etc., therein and to interrogate any person therein.

(4) These powers are not limited in their effect to the immediate parties to the dispute which is to be investigated. They deal with parties "affected" by the dispute, though not then actively concerned in it, and by sections 30, 32, 34, 35, 36, 37, 38 and 60, individuals, who need not be employers or employees, or affected by the dispute, are liable to be summoned, examined by the board and punished under the Criminal Code for so-called offences against its authority.

(5) The Act, by section 6, prohibits recourse to any court in the province, *inter alia*, to restrain the proceedings of the board.

(6) All the powers of the board and disobedience to the coercive provisions of the Act are reinforced by the imposition of penalties which are recoverable under the Criminal Code.

Broadly speaking, the fundamental and I think obvious objection to the sections of the Act which I have mentioned is that they attempt to compel employers and employees in each province to exercise, or abstain from exercising, their civil rights in the way Parliament desires and to suffer interference with their property and its enjoyment as therein provided, and to submit to inquiry, inspection and compulsion in connection therewith while denied access to the courts, although power is taken to interpret their agreements and contracts. And those not concerned in the dispute are made liable to be summoned, put on oath, interrogated and punished if necessary. The question is whether regulation and alteration of civil rights, or invasion of property rights, in this way, in order to bring about a uniform and desirable way of dealing with industrial disputes, while admirable in purpose, can be effective notwithstanding that the exercise in the province of these rights is committed to its care and forms part of its enumerated jurisdictions, and whether that control and interference is not in this case extended to those exercising what are really municipal functions.

The Act, not being predicated upon unusual industrial conditions or a national emergency, is sought to be justified as involving matters of "general Canadian interest and importance," an expression borrowed from Lord Watson. It is to be observed that its whole purpose is served if the dispute is suspended and hung up for a short time, till the board can ascertain the facts and make its report, after which the Act fails to provide for any sort of action in case the suggested consequences ensue. Is it possible, in the face of the views expressed by the Judicial Committee, to hold this particular statute, which

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so plainly invades the specified domain of provincial legislation, yet deals with something so widespread and far reaching as to be a subject constitutionally proper for Dominion legislation, as coming within the expression "a still wider and legitimate purpose," which may properly be based on the provision regarding peace, order and good government?

Looking at the Act as a whole, it is clear that, in the absence of its compulsory provisions, both those coercive in their character and those imposing penalties, the working of the Act would be completely ineffectual.

A consideration of the cases decided from 1896 down to the present time leads me to think that, if governed literally by what is said in them, the question is not open. But in reality what is raised here has not to my mind been definitely considered in its present aspect and may require further examination.

That question is whether, when a subject is considered and it is found that its nature and characteristics make it desirable, as well as suitable, in the interest of the whole community, that it should be dealt with by some national measure, legislation to that end can be supported under the power to legislate for the peace, order and good government of the Dominion, although, apart from the desirability indicated by its character of having it treated as involving the national interest, it cannot, having regard to its immediate manifestations or the method in which it is proposed to deal with it, be regarded as other than of a local and private nature.

It cannot be denied, I think, that labour troubles spring up locally, affect at first local concerns, and can best be dealt with in a spirit of conciliation, which in itself involves local action. But they are likely, if not so dealt with, to spread, and so spreading might reasonably be said to affect the whole industrial fabric of the nation. They do not always do so, but the possibility can be clearly appreciated. Is it, therefore, while "a subject of Canadian interest and importance," one that is barred from action by the Parliament of Canada because it requires in its treatment the invasion of some provincial jurisdiction? One cannot but observe that there are many other and diverse subjects that might conceivably thus rise to national importance under certain social or political conditions, as, for example, religion, the spread of disease, conservation of natural resources, secret societies, and perhaps others. It is perhaps worthy of mention, as indicating that this subject has been regarded as one of a "local and private nature" in the province, that Ontario and several of the other provinces have on their statute books legislation much resembling this in principle and outline.

The case in hand raises the question I have mentioned very clearly, because, granting its national importance, the whole success of the operation of the legislation depends upon its being able to seize upon local disputes, local contracts and property, and upon local conditions, and to manage the exercise of civil rights in regard thereto, and subordinate them to the interests of the nation. Has the success of the experiment in such circumstances any bearing on the subject as indicating that it is of national importance?

In considering the cases beginning in 1896, the following seems to throw some light upon this aspect of the subject.

In *Russell v. The Queen* (1882) 7 A.C. 829, intemperance and the liquor traffic are likened to dealings in poisonous drugs, explosive substances, diseased meat, and classed with such acts as arson, or cruelty to animals, and, the subject-matter of the Act there considered being in that view, as it was said, outside provincial authority, the Act was held not to be one in relation to property or civil rights, but one dealing with public wrongs and so drawn into direct relation with criminal law.

This decision was, in *Attorney General for Canada v. The Attorney General for Alberta* (1916) 1 A.C. at p. 595, thus referred to:—

"There the court considered that *the particular subject-matter in question lay outside the provincial powers*. What has been said in subsequent cases before this board makes it clear that it was on this ground alone, and not on the ground that the Canada Temperance Act was considered to be authorized as legislation for the regulation of trade and commerce, that the Judicial Committee thought that it should be held that there was constitutional authority for Dominion legislation which imposed conditions of a prohibitory character on the liquor traffic throughout the Dominion. No doubt the Canada Temperance Act contemplated in certain events the use of different licensing boards and regulations in different districts and to this extent legislated in relation to local institutions. But the Judicial Committee appear to have thought that this purpose was subordinate to a still wider and legitimate purpose of *establishing a uniform system of legislation for prohibiting the liquor traffic throughout Canada excepting under restrictive conditions*. The case must therefore be regarded as illustrating the principle which is now well established, but none the less ought to be applied only with great caution, that subjects which in one aspect and for one purpose fall within the jurisdiction of the provincial legislatures may in another aspect and for another purpose fall within Dominion legislative jurisdiction. There was a good deal in the Ontario Liquor License Act, and the powers of regulation which it entrusted to local authorities in the province, which seems to cover part of the field

of legislation recognized as belonging to the Dominion in *Russell v. The Queen*. But in *Hodge v. The Queen* the Judicial Committee had no difficulty in coming to the conclusion that the local licensing system which the Ontario statute sought to set up was within provincial powers. It was only the converse of this proposition to hold, as was done subsequently by this board, though without giving reasons, that the Dominion licensing statute, known as the McCarthy Act, which sought to *establish a local licensing system for the liquor traffic throughout Canada*, was beyond the powers conferred on the Dominion Parliament by section 91. Their Lordships think that, as the result of these decisions, it must now be taken that the authority to legislate for the regulation of trade and commerce does not extend to the regulation by a licensing system of a particular trade in which Canadians would otherwise be free to engage in the provinces. Section 4 of the statute under consideration cannot, in their opinion, be justified under this head. Nor do they think that it can be justified for any such reasons as appear to have prevailed in *Russell v. The Queen*. No doubt the business of insurance is a very important one, which has attained to great dimensions in Canada. But this is equally true of other highly important and extensive forms of business in Canada which are to-day freely transacted under provincial authority. Where the British North America Act has taken such forms of business out of provincial jurisdiction, as in the case of banking, it has done so by express words which would have been unnecessary had the argument for the Dominion Government addressed to the board from the Bar been well founded."

That explanation makes it clear that there the subject-matter of the legislation, namely, intemperance and the liquor traffic, lay outside provincial authority, and that the use of local institutions was subordinate to the wider purpose of prohibition which was held to be within Dominion legislative jurisdiction. What the *Russell* case insists upon is that a law placing restrictions upon the sale, etc., of intoxicating liquors is a law relating not to property or civil rights but to public order and safety which, it is said, is the primary matter dealt with. It is in that sense alone that it lay outside the provincial authority, which includes property, civil rights and matters of a local and private nature in the province. The *Alberta* case, which dealt with insurance contracts, seems to involve the proposition that the importance of the business of insurance, which had attained to great dimensions in Canada, did not bring it within the scope of the Dominion powers, because the Act dealt only with a widely spread business, but one having no relation in its operation, to the peace, order and good government of the Dominion. But the explanation of the *Russell* case and that case itself contain certain expressions which seem to justify my conclusion that this particular problem may or may not be intended to be covered by the definite restriction laid down in later cases to which I shall refer. To illustrate, I quote the following. In the *Russell* case, p. 838-9, Sir Montague Smith says:—

"What Parliament is dealing with in legislation of this kind" (i.e., an act restricting the sale or use of liquor as similar to articles dangerous to public safety) "is not a matter in relation to property and its rights, but one relating to *public order and safety*."

And again:—

"Laws of this nature designed for the promotion of *public order, safety, or morals* and which subject those who contravene them to criminal procedure and punishment, belong to the subject of public wrongs rather than to that of civil rights. They are of a nature which fall within the general authority of Parliament to make laws for the order and good government of Canada, and have direct relation to criminal law, which is one of the enumerated classes of subjects assigned exclusively to the Parliament of Canada."

In the later case in (1916) 1 A.C. 588, Lord Haldane, as already quoted, said, p. 596:—

"But the Judicial Committee appear to have thought this purpose" (i.e., the use of local institutions in licensing and regulating) "was subordinate to a still wider and legitimate purpose of establishing a uniform system of legislation for prohibiting the liquor traffic throughout Canada except under restrictive conditions."

If, in the latter quotation, the words "for prohibiting strikes and lockouts throughout Canada except under restrictive conditions" are substituted for those referring to the liquor traffic, the analogy is obvious and something similar may be said about the other extract.

In the case of *Attorney General for Ontario v. Attorney General for Canada* (1896) A.C. 348, these words occur on p. 361:—

"Their Lordships do not doubt that some matters, in their origin local and provincial, might attain such dimensions as to affect the body politic of the Dominion, and to justify the Canadian Parliament in passing laws for their regulation or abolition in the interest of the Dominion, but great caution must be observed in distinguishing between that which is local and provincial, and therefore within the

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jurisdiction of the provincial legislatures, and that which has ceased to be merely local or provincial, and has become a *matter of national concern*, in such sense as to bring it within the jurisdiction of the Parliament of Canada. An Act restricting the right to carry weapons of offence, or their sale to young persons, within the province would be within the authority of the provincial legislature, but traffic in arms, or the possession of them under such circumstances as to raise a suspicion that they were to be used for seditious purposes, or against a foreign State, are matters which, their Lordships conceive, might be competently dealt with by the Parliament of the Dominion".

But while that case suggests that some matters may, though local in their origin, attain dimensions so affecting the body politic of the Dominion as to justify Dominion legislation, it appears to me to lay down conditions which I think, taken literally, must for the present govern this branch of the case. It is there said,—

"These enactments appear to their Lordships to indicate that the exercise of legislative power by the Parliament of Canada, in regard to all matters not enumerated in section 91, ought to be strictly confined to such matters as are unquestionably of Canadian interest and importance and ought not to trench upon provincial legislation with respect to any of the classes of subjects enumerated in section 92. To attach any other construction to the general power which, in supplement of its enumerated powers, is conferred upon the Parliament of Canada, by section 91, would, in their Lordships' opinion, not only be contrary to the intentment of the Act, but would practically destroy the autonomy of the provinces. If it were once conceded that the Parliament of Canada has authority to make laws applicable to the whole Dominion, in relation to matters which in each province are substantially of local or private interest, upon the assumption that these matters also concern the peace, order and good government of the Dominion, there is hardly a subject enumerated in section 92 upon which it might not legislate, to the exclusion of the provincial legislatures".

That case, while conceding matters of unquestionable Canadian interest and importance, which would seem to include such a subject as industrial conditions and dangers, as affecting the "public order and safety," lays down as a qualification that legislation regarding such subjects "ought not to trench upon any of the classes specially confided to the provinces".

In the *City of Montreal v. Montreal Street Ry.* (1912) A.C. 333, the views quoted from the case in 1896 A.C. were affirmed. It was there discussed whether, under the Dominion powers as to federal railways, it could exercise control over provincial railways by compelling the making of traffic arrangements with those under the jurisdiction of Parliament. Lord MacNaghten said:—

"It cannot be held, their Lordships think, that it is necessarily incidental to the exercise by the Dominion Parliament of its control over federal railways that provincial railways should be coerced by its legislation to enter into these agreements in the manner in which it sought to coerce the street railway company in the present case to enter into the agreements specified in the order appealed from. . . . In their Lordships' view this right and power is not necessarily incidental to the exercise by the Parliament of Canada of its undoubted jurisdiction and control over federal lines, and is therefore, they think, an unauthorized invasion of the rights of the legislature of the province of Quebec".

In *Attorney General for Australia v. Colonial Sugar Co.* (1914) A.C. p. 252, Lord Haldane sums up the earlier pronouncements in these words:—

"By the 91st section a general power was given to the new Parliament of Canada to make laws for the peace, order and good government of Canada without restriction to specific subjects, and excepting only the subjects specifically and exclusively assigned to the provincial legislatures by section 92."

In *Attorney General for Canada v. Attorney General for Alberta* (ante) the matter was again considered and Lord Haldane said (p. 595):—

"It must be taken to be now settled that the general authority to make laws for the peace, order and good government of Canada, which the initial part of section 91 of the British North America Act confers, does not, unless the subject-matter of legislation falls within some one of the enumerated heads which follow, enable the Dominion Parliament to trench on the subject-matters entrusted to the provincial legislatures by the enumeration in section 92. There is only one case, outside the heads enumerated in section 91, in which the Dominion Parliament can legislate effectively as regards a province, and that is where the subject-matter lies outside all of the subject-matters enumeratively entrusted to the province under section 92. *Russell v. The Queen* is an instance of such a case."

I find these careful pronouncements by Lord Haldane to be reinforced in the *Board of Commerce and the Fort Frances* cases (ante).

In *Attorney General v. Manitoba License Holders' Association* (1902) A.C. p. 77, Lord MacNaghten points out that local legislation is not to be deemed *ultra vires* because it may have effect outside the limits of the province, and adds:—

"On the one hand, according to *Russell v. Reg.* (ante) it is competent for the Dominion Legislature to pass an Act for the suppression of intemperance applicable to all parts of the Dominion and when duly brought into operation in any particular district deriving its efficacy from the general authority vested in the Dominion Parliament to make laws for the peace, order and good government of Canada."

He also says that,—

"In the opinion of this tribunal matters which are 'substantially of local or of private interest' in a province—matters which are of a local or private nature 'from a provincial point of view,' to use expressions to be found in the judgment—are not excluded from the category of 'matters of a merely local or private nature,' because legislation dealing with them, however carefully it may be framed, *may or must have an effect outside the limits of the province*, and may or must interfere with the sources of Dominion revenue and the industrial pursuits of persons licensed under Dominion statutes to carry on particular trades."

I cannot but regard these decisions as laying down a rule which must, until circumscribed by the Judicial Committee, govern this case; and that rule is to confine the powers of the Dominion Parliament in its action, under the provision as to the peace, order and good government of the Dominion, to such matters of Canadian interest and importance as can be dealt with, without trenching upon any of the subjects specially reserved to the provinces. If it does encroach, then it is not to the extent to which it thus offends competent legislation for the peace, order and good government of Canada.

I do not think the considerations I have mentioned warrant us in departing from this rule of construction, as it is clear and distinct. Nor are the merits of the question in any way enlarged by the fact that persons in more than one province are or may be affected by the dispute. This is not in itself sufficient to justify Dominion interference if the operation of the statute affects property and civil rights in the province in which the dispute originates or to which it spreads.

So far as appears from the pleadings and evidence, this Act affects the respondent commission, which only operates in this province, and is constituted to carry out operations properly belonging to the spheres of municipal action. This forms another and important objection, as the Act interferes with what is in effect the right of the province to form and control municipal institutions, and appears to trench upon what is of a local and private nature within the province. The legal remedy sought by this commission, namely, an injunction restraining the members of the board from certain activities, may not involve all the matters referred to as important in considering the scope of the Act. But as the Act must "be scrutinized in its entirety" (*Great West Saddlery Company v. The King* (1921) 2 A.C. 117), the considerations I have discussed must be given weight to in determining the real scope and effect of the Act.

We are not called on to determine whether the Dominion jurisdiction as to railways, other than those under provincial control, or as to shipping and navigation, will preserve this Act in its relation to railway employees or those engaged in such shipping as may be considered a public utility.

It remains to be considered whether, under the powers respecting "trade or commerce," or "criminal law," this Act may be upheld. The case of *Citizens Insurance Co. v. Parsons* (1881) 7 A.C. 96, at p. 113, shows how wide a definition may be given to "trade and commerce." But even that definition does not touch this case, being limited to (1) political arrangements in regard to trade, requiring parliamentary sanction, (2) regulation of trade in matters of interprovincial concern, and (3) general regulation of trade affecting the whole Dominion. The relations of employer and employee, resulting in the production of articles which are the subjects of trade, and the use of property for that purpose, are not what is meant by the enumerated power referred to, which is directed, among other things, to the movement and interchange of commodities and their purchase and sale, but not to their production or manufacture, or any of the conditions dealt with by this Act, which result in that production.

I should hesitate to hold that jurisdiction could be founded on that expression so as to comprehend whatever makes trade and commerce possible. And this seems to be the effect of including, as arising out of or belonging to the domain of trade or commerce as commonly understood or defined, disputes between owners or operators of mining properties and of electric light, gas, water and power works and any group of persons, etc., acting together and whom the Minister of Labour considers to have interests in common.

Nor can I assent to the view that, if the real purpose and intent of an Act is to be found in relation to the peace, order and good government of the Dominion under the general power, and it invades provincial jurisdiction, it can be supported as one whose pith

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and substance has relation to "trade and commerce." Many acts relating to trade and commerce assist in preserving peace and order and aid in maintaining good government, but their constitutional validity must depend on one or other power, in which case different considerations at once arise according to which power is invoked.

In regard to the criminal law, it was urged in the latest case, *Attorney General of Ontario v. Reciprocal Insurers* (not yet reported), that if the true character of the section, 508 (c), was one regulating the exercise of civil rights, thus infringing the provincial jurisdiction, yet, the authority of Parliament in regard to criminal law being unlimited, it was valid as creating a crime. This device was rejected by the Judicial Committee on the ground earlier stated by Lord Haldane in the *Board of Commerce* case.

Mr. Justice Duff, in the *Reciprocal Insurance* case, says:—

"The claim now advanced is nothing less than this, that the Parliament of Canada can assume exclusive control over the exercise of any class of civil rights within the provinces, in respect of which exclusive jurisdiction is given to the provinces, under section 92, by the device of declaring those persons to be guilty of a criminal offence who, in the exercise of such rights, do not observe the conditions imposed by the Dominion. Obviously the principle contended for ascribes to the Dominion the power, in execution of its authority under section 91 (27), to promulgate and to enforce regulations controlling such matters as, for example, the solemnization of marriage, the practice of the learned professions and other occupations, municipal institutions, the operation of local works and undertakings, the incorporation of companies with exclusively provincial objects—and superseding provincial authority in relation thereto. Indeed, it would be difficult to assign limits to the measure in which, by procedure strictly analogous to that followed in this instance, the Dominion might dictate the working of provincial institutions and circumscribe or supersede the legislative and administrative authority of the provinces.

"Such a procedure cannot, their Lordships think, be justified, consistently with the governing principles of the Canadian constitution as enumerated and established by the judgments of this board. The language of sections 91 and 92 (which establish 'interlacing and independent legislative authorities,' *Great West Saddlery v. The King*, *supra*) being popular rather than scientific, the necessity was recognized at an early date of construing words describing a particular subject-matter by reference to the other part of both sections. As Sir Montague Smith observed, in a well-known passage in the judgment in *Citizens Insurance Company v. Parsons*, 7 A. C. at p. 109, 'The two sections must be read together and the language of one interpreted and, where necessary, modified by that of the other.' The scope of the powers received by the Dominion under item 27, section 91, is not to be ascertained by obliterating the context, in which the words are placed, in disregard to this rule."

If, therefore, this legislation is one substantially in relation to property and civil rights, this case applies and governs here.

I very much regret having to arrive at a conclusion adverse to the validity, in so far as it affects the respondent commission, of this Act. It has been a successful experiment in warding off industrial difficulties in many cases, all the more to be recognized in view of one of its provisions possibly thought to be unavoidable. Its capacity for service would, in my humble judgment, have been enhanced if it had provided an absolutely independent tribunal, instead of one in which two of the members are almost necessarily imbued with opposing views, and nominated by the contending parties. As its function is delay, consideration and publicity, its present shape practically compels the parties and the public to rely upon one member of the board who may happen to be chosen by the other two, and whose views may possibly be detached, from the prepossessions of either side.

I think the appeal must be dismissed with costs and judgment entered for the respondents in the action, in accordance with these reasons, for the relief they seek, with costs.

At the time of writing, July 28, 1924, the counsel for the Toronto Electric Commissioners had appealed the decision of the First Appellate Division of the Supreme Court of Ontario direct to the Judicial Committee of the Privy Council in England and special leave to appeal had been granted by the King's order on July 25, 1924. The case will, no doubt, be heard by the Judicial Committee in the fall of 1924.

PROPOSED AMENDMENTS OF INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

A Bill to amend the Industrial Disputes Investigation Act was introduced in the House of Commons on March 12, 1924, by the Minister of Labour. The amendments in question were identical with those which were before Parliament at the preceding session and which, although passing the House of Com-

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mons, were severely opposed in the Senate. At the close of the 1923 session, the Senate amendments having proved unacceptable to the House of Commons and the Bill having been dropped, the statute remained without amendments later than those of the year 1920.

The 1924 Bill also passed the House of Commons with little debate. In the Senate, however, an amendment to section 8 of the Act was again added to the Bill involving a principle to which the House of Commons would not agree. This conflict of opinion between the two Houses continued in spite of a conference of representatives of the Senate and House of Commons, and resulted in the dropping of the Bill.

The measure was explained in the Senate by the Honourable Senator Dandurand and was strongly upheld by him. After the second reading in the Senate the Bill was referred, on the suggestion of the Hon. G. D. Robertson, former Minister of Labour, to the Senate Committee on Railways, Telegraphs and Harbours, to enable parties interested in the proposed amendments to express their views. In support of his proposal Senator Robertson read a letter addressed to himself, and signed by representatives of 140,000 organized railway employees in Canada, with reference to the amending Bill (number 7). This letter was in part as follows:—

Although you have on several occasions clearly set forth in the Senate the views of labour on the principles of this legislation, as well as on the proposed amendments in Bill 7, it may be of interest to you to have at hand the opinions of the representatives of labour in Canada affected by this legislation.

It is not necessary at this time to refer in detail to the history of the legislation or the chief reasons for its enactment. Suffice it to say that during the time the Act has been in operation labour has generally accepted the principles of the Act and has co-operated in giving effect to its chief purpose "to aid in the prevention and settlement of strikes and lockouts in industries connected with public utilities." Generally speaking, this co-operation has continued, notwithstanding the fact that for many years the measure did not find popular favour among a large number of the workers affected. However, believing that in the public interest some legislative machinery should operate to insure ample opportunity for investigation and conciliation in industrial disputes, labour has gradually adapted itself to the principles and legal process of the Act, and is further willing that it should be continued, provided that its operation is made equitable to all concerned.

It would seem that during the discussion on this subject there has not been sufficient emphasis placed upon one of the fundamental principles of the Act, namely, conciliation. In order to maintain this spirit of conciliation before a board there should be equality of treatment under the Act. It is the adoption and acceptance of this principle by all parties concerned, both in the application for and subsequent to the appointment of a board, which is essential to the effective carrying out of, and wholesome respect for the Act.

That the Act has not always been used equitably in the matter of disputes between employers and workmen, because of unfair advantage being taken by employers of an omission inadvertently made in section 58, thus enabling employers to force changed conditions of employment for reduction in wages, contrary to the spirit and intent of the Act, is a matter of common knowledge to those conversant with the operation of the Act, especially within the past four or five years.

All that Bill 7 contemplates is to insure equality of advantage, as well as responsibility, under the operation of the Act. It cannot be consistently contended that any injustice or burden will be imposed upon the employer by the proposed amendment, unless he violates the Act. The employer should not entertain any fear of referring to a Board of Conciliation and Investigation any proposed changes in wages or working conditions, before making them effective, especially in view of the fact that employees have accepted this obligation for the past fifteen years.

Trusting that the honourable the Senate will see the consistency of concurring in Bill No. 7 as it passed the House of Commons, we remain,

Yours respectfully,

BYRON BAKER,

Legislative Representative, Brotherhood of Locomotive Engineers;

L. L. PELLETIER,

Legislative Representative, Order of Railway Conductors;

W. L. BEST,

Legislative Representative, Brotherhood of Locomotive Firemen and Enginemen;

T. J. COUGHLIN,

Legislative Representative, Brotherhood of Railroad Trainmen;

TOM MOORE,

President, Trades and Labour Congress of Canada.

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The amending Bill affected sections 15, 57 and 58 of the Act. The first section related to cases in which the employers and employees were unable to come together because one of the parties had refused to enter into negotiations, the amendment providing that a sworn declaration to this effect by the employer, or by the workers' representatives, would afford sufficient grounds to the Minister to proceed with the formation of a Board of Conciliation and Investigation. The Senate agreed to this section without a division.

Section 2 was designed to amend the Act by placing clearly upon the party desiring the change the full responsibility for making an application for a Conciliation Board. Section 57 of the Act, to which this section applies, requires that the relations of the parties concerned are to remain unchanged pending proceedings before a board. The amendment consisted in the addition of a clause providing that "it shall be unlawful for the employer to make effective a proposed change in wages or hours, or for the employees to go on strike," until the dispute in question has been finally dealt with by a board; and in the further provision that "the application for the appointment of a board shall be made by the employers or employees proposing the change in wages or hours." This section was finally agreed to by a vote of 28 to 15.

An amendment to this section of the amending Bill, proposed by the Honourable Senator Béique, was defeated by a vote of 31 to 13. This proposed amendment was explained by its mover as intending to give the employers or the employees "the right to change the conditions of employment after giving thirty days' notice to the other parties," the decision of the board to be retroactive. Senator Béique's proposed amendment was as follows:—

It shall be unlawful for any employer, without the consent of a majority of the employees evidenced in writing, signed by them or their authorized representatives, or for any employee to make any change in the conditions of employment with respect to wages or hours, unless the party making the change has, within thirty days before doing so, applied for the appointment of a board to which the dispute shall be submitted, and, as regards wages, the board may declare its decision retroactive to any date not anterior to that on which the change was made. On the failure of either party to abide by the decision of the board, the other party may have recourse to a strike or lockout as the case may be.

Criticizing Senator Béique's proposed amendment, the Honourable Mr. Dandurand said that it would result in a situation in which "the employer would give notice to the employees that he had applied for a board, and that thirty days hence he would reduce the wages. The board would then have to be organized, start its sessions, hear witnesses, and, if it had not succeeded in bringing the parties to an adjustment of their difficulties within those thirty days, then when the fatal hour intervened the conditions would be changed, the wages would be lowered, and the next day there would be a strike—just what the Act was to prevent."

In the course of the discussion on this section the Honourable Senator Robertson, former Minister of Labour, explained that the proposed amendments contained in the Bill were intended to meet the requests of the railway employees that the Act should be so changed as to apply equitably to all parties concerned. The railway employees made this request after the railway companies had, in 1921, forced upon the railway employees of Canada—about 200,000 in number—a loss of over two million dollars. While the employers had been able to reduce wages, the employees had hitherto, when they desired an increase, followed the procedure laid down in the Act. After discussion among themselves the employees would, having given the employer the required thirty days' notice, open negotiations with him. If an agreement had not been reached at the end of that time the employees had to apply for a board. For seventeen years, he said, they had complied with that law, and waited until the matter was referred to a board, and the board had made its report as the law required.

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In the course of the discussion the Right Hon. Sir George E. Foster, in opposing Senator Béïque's proposal, paid the following tribute to the value of the Industrial Disputes Investigation Act as a reconciling force in the community:—

Everybody knows, and it has been acknowledged on both sides of this House, that from 1907 there began on the labour side a spirit of gradual approach towards the contemplation of that law as a thing which might be advantageous to labour and under which employees might work for their own benefit. They were absolutely suspicious of it at first, and they remained to a certain extent suspicious of it year after year, but gradually they overcame their prejudices, lost a good deal of their suspicion, and came to work under the law as well. I think, as any body of men have been induced to work under any law. They have, in the main, kept the spirit of the law. They have obtained its advantages and have suffered whatever disadvantages came to them through their compliance with the statute. Therefore we find to-day a mightily improved spirit as between these two vast sections of our people, upon whose good relations with each other depends so much that third body of the people, the main body, who are always affected one way or another by these disputes between capital and labour.

Section 3 of the amending Bill, amending section 58, the penalty section of the Act, so as to conform with the change in section 57, was passed without division.

The Honourable Senator Beaubien next proposed to limit to coal mines the operation of the Act in regard to mines. This proposal was defeated by 18 votes to 13.

JUDGES AS ARBITRATORS

On the third reading of the amending Bill the Hon. W. R. Ross moved the following amendment, which was identical with an amendment moved last year by the Hon. G. Lynch-Staunton, and which had been already during the present session proposed in committee by the Hon. Senator L. C. Webster and defeated on a vote of 16 to 14:—

4. (1) Subsection 2 of section eight of the said Act is hereby repealed and the following substituted therefor:—

"(2) If either of the parties fails or neglects to duly make any recommendation within the said period, or such extension thereof as the minister on cause shown grants, the Chief Justice of the province in which the dispute arose, or, if there be no such Chief Justice in that province, the Chief Justice of the highest court of last resort in civil matters in that province, or, in any case where the dispute did not arise in one province only, the Chief Justice of the Supreme Court of Canada, shall as soon thereafter as possible appoint a fit person to be a member of the board; and such member shall be deemed to be appointed on the recommendation of the said party."

(2) Section 4 of the said section eight is hereby repealed and the following substituted therefor:—

"(4) If the members chosen on the recommendation of the parties fail or neglect to duly make any recommendation within the said period, or such extension thereof as the minister on cause shown grants, the Chief Justice of the province in which the dispute arose, or, if there be no such Chief Justice in that province, the Chief Justice of the highest court of last resort in civil matters in that province, or, in any case where the dispute did not arise in one province only, the Chief Justice of the Supreme Court of Canada, shall as soon thereafter as possible appoint a fit person to be a third member of the board, and such member shall be deemed to be appointed on the recommendation of the other two members of the board."

(3) The following is hereby added to the said section 8 as subsection 6 thereof:—

"In subsections 2 and 4 of this section the expression 'Chief Justice' includes any judge duly authorized as and for the Chief Justice."

In support of the proposal Senator Ross said he had examined the arbitration acts in all the provinces of Canada and in Great Britain, and in every case, with the exception of the province of Quebec, it was provided that, if the parties concerned could not agree on an umpire, the appointment was to be made by a court. He claimed that the third man on a board should be "as impartial as it is possible for a man to be." "If the position of Minister of Labour,"

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Senator Ross continued, "is occupied by a man in sympathy with labour, or if the government of the day is leaning that way, labour will in all probability have an advantage in the selection that would be made."

The proposed amendment was strongly opposed by the Hon. Mr. Dandurand and by the Hon. Mr. Robertson, who stated that the resulting delays in the operation of the Act would render it ineffective. On a division, however, the amendment was carried by a vote of 42 to 22, and the Bill, thus amended, was read the third time and passed.

NON-CONCURRENCE BY HOUSE OF COMMONS

The Senate amendment was rejected by the House of Commons on July 7, on the ground that it introduced a new feature in the Bill, and would complicate rather than simplify procedure in connection with the administration of the Act.

The Minister of Labour, in moving the vote of non-concurrence in the Senate's amendment, made a statement similar to that made by him in 1923 when the same course was taken by the House of Commons. This statement was in part as follows:—

The statute as it stands provides for the selection of a chairman by joint agreement when possible of the other two members of a conciliation board, and requires that, where no agreement is reached, the minister shall make the necessary appointment. In about one-half of several hundred boards which have been established a chairman has been secured by agreement. It had become a general though not invariable practice for the Minister of Labour, when called upon to appoint a chairman, to select a judge, but this practice ceased when two or three years ago the Judges' Act was so amended as to prohibit the acceptance by a judge of the fees ordinarily payable to a chairman or member of a conciliation board. It is true that the Minister of Labour is not under the Judges' Act, as it has been amended, prohibited from asking a judge to act as a chairman, nor is a judge apparently prohibited from accepting a chairmanship; but since fees are no longer payable in such circumstances to a judge, it has not been thought reasonable as a rule to request a judge to undertake the duties involved in a chairmanship; such duties, it will be understood, are frequently of a severe and arduous nature and in nearly all cases are of the highest moment to employers and to large numbers of workmen, as well as frequently to the public. In two cases since the amendment of the Judges' Act, judges have been, however, appointed, once by the Minister of Labour of the late administration and once by the present Minister of Labour, but in the latter case the appointment was made on the joint recommendation of the other board members. In both cases the judges concerned accepted from a sense of public duty; no fees were of course paid them. It may be said that there is every advantage in a chairman being secured by joint agreement and the Minister of Labour appoints a chairman with reluctance. Inquiry shows that this has been the case with most previous ministers. The chances of an agreement are manifestly increased when a chairman is secured by joint request of other board members. The method or system, however, under which different Ministers of Labour have made appointments has not been the subject of any known criticism, and certainly the files contain no communications requesting or suggesting a change in the present practice.

The objections to the system laid down in the Senate amendment are obvious. In the first place, the appointment of a chairman by a Chief Justice, whether the Chief Justice of a province or of the Supreme Court of Canada, would entail inevitable delay. Such delays would be particularly unfortunate since, despite every effort under present procedure, one side or other of the disputing parties is sometimes disposed to object to the time necessarily occupied in procedure. In the second place, a Chief Justice or other judge cannot possibly be as intimately seized of the nature of the dispute involved and of the particular type therefore of man wanted for the chairmanship as would be the Minister of Labour, who has established the board and has been in touch with details of procedure from its inception. It would be impossible to convey to a judge at a distant point by correspondence, which would of necessity be as a rule by telegraph with consequent serious expenditure and some danger of inaccuracy, all the particulars which should be properly at hand to enable the judge to reach a correct conclusion as to the type of person apparently best suited for the important duties involved. The judge would exercise his best judgment and the appointment might or might not prove to be a good one. In any case the minister who is charged with the administration of the statute would be freed from responsibility on this most vital aspect of administration and the judges would become

involved in the technicalities of departmental procedure. Since a considerable proportion of the disputes dealt with under the statute extend to two or more provinces, the task of naming the chairman of conciliation boards would under the proposed Senate amendment fall most frequently to the Chief Justice of the Supreme Court, who from the nature of his functions may be presumed to be furthest removed from contact with industrial disputes and necessarily therefore the more dependent on the advice of others as to the type of person best suited for a chairman in a particular case. Despite the high legal and other attainments which a Chief Justice would undoubtedly possess, it is submitted that, in addition to the complication and delays in procedure which the proposed system of appointing chairmen would entail, the suggested change would be highly detrimental to the successful administration of the statute.

The Senate, on the return of the Bill from the House of Commons, resolved, by a vote of 34 to 10, to insist upon their amendment, for the following reasons:—

The amendment of the Senate must be read with the other amendments to the Industrial Disputes Investigation Act which impose heavy penalties in certain contingencies. The employer and the employees will each have a representative on the board, and it is in accord with natural justice that the third arbitrator should be chosen, as far as is legislatively possible, by a method that will guarantee an appointment free of political or economic influences. The amendment is fair and just to both parties to disputes arising under the Industrial Disputes Investigation Act.

A free conference was subsequently held between representatives of the two Houses, in order, if possible, to effect a compromise in regard to the Senate's amendment. No agreement or understanding, however, was reached as a result of this conference, and accordingly the Bill was dropped.

II. CONCILIATION WORK

In addition to the administration of the Industrial Disputes Investigation Act, the services of the Department of Labour were utilized during the year in connection with the settlement of a number of labour disputes. In some instances the Minister of Labour assisted personally, and in other cases the good offices of the department were exerted through the fair wages officers who are stationed at different industrial centres. The officers in question are: Mr. Theo. Bertrand, stationed at Montreal; Mr. E. N. Compton, stationed at Toronto; Mr. F. E. Harrison, stationed at Vancouver. Mr. E. McG. Quirk, of Montreal, though not actually an officer of the department, acted on various occasions as a special representative in connection with conciliation work in Quebec and the Maritime Provinces.

Mr. F. E. Harrison, who had been for a number of years stationed at Calgary, was moved to Vancouver, and, in addition to his charge of departmental matters in British Columbia, has continued to keep in touch with labour questions in Alberta and Saskatchewan, particularly in connection with disputes occurring from time to time in the coal fields of Alberta and eastern British Columbia.

Mr. D. T. Bulger, who had represented the Department of Labour at Vancouver, and Mr. W. D. Killins, who had been employed at Ottawa for a number of years as fair wages officer, retired from the service.

As in preceding years, close attention was given by the Department of Labour to questions occurring in the coal fields of both Eastern and Western Canada. Mr. F. E. Harrison succeeded Mr. D. T. Bulger as chairman of the Cost of Living Commission which was established in 1918 on the request of the coal miners and operators of Vancouver island to deal with the cost of living and wages matters there. The other members of this commission are Mr. Tully Boyce, on behalf of the coal mine operators, and Mr. Matthew Gunniss, on behalf of the miners. Four reports were submitted by this commission during the year dealing with the cost of living for the quarters ending March 31, 1923; June 30, 1923; September 30, 1923; March 31, 1924. It was understood that wages adjustments were made in a number of coal mines of Vancouver island in accordance with the reports of the Cost of Living Commission.

In Alberta and eastern British Columbia the wage contract between the Western Canada Coal Operators' Association and District 18 of the United Mine Workers of America expired on March 31, 1924, and a cessation of work occurred in the collieries controlled by the members of the Western Canada Coal Operators' Association. Prior to that time negotiations were entered into between the contracting firms with a view to the renewal of the former agreement, but the coal miners declined to accept a proposed reduction of \$1.17 per diem from the pay of all contract and wage employees. This amount represented the increases which had been awarded to the miners by a Cost of Living Commission and by agreement during the years 1917-1920. Mr. F. E. Harrison, of the Department of Labour, was in Calgary during these negotiations and endeavoured by conference with the parties to prevent an interruption of coal mining operations. His efforts in this direction proved unavailing and over 8,000 miners employed in thirty of the leading collieries of southern Alberta and of eastern British Columbia participated in the strike which occurred at the end of March and which continued for months thereafter until a settle-

ment was finally reached through the mediation of the Minister of Labour of Canada, the Hon. James Murdock, and the Prime Minister of Alberta, the Hon. Herbert Greenfield, in the month of October following. Mr. Harrison's services were also exercised in connection with this settlement.

Several industrial disputes occurred in connection with the erection of grain elevators at Vancouver and Edmonton, which were, however, adjusted without stoppage of work. The good offices of Mr. Harrison were utilized in this connection and also in connection with the settlement of a strike of longshoremen to the number of 1,500 which occurred at Vancouver in October and November, 1923. A strike of the steam and operating engineers which occurred on the Government dry dock at Esquimalt was also adjusted through the intervention of the Department of Labour. Mr. Harrison visited southeastern British Columbia during the months of January and February, 1924, in connection with labour disturbances which had occurred in the lumber camps and which had caused a cessation of work in this industry for a period of several weeks. Eventually the lumber companies were able to secure men from the Prairie Provinces and operations were resumed thereupon.

Following charges made in the House of Commons that a pulp and paper manufacturing company at Powell River, B.C., had denied employment to its workmen, members of the International Brotherhood of Paper Makers, Mr. Harrison visited Powell River on instructions from the Minister of Labour for the purpose of investigating the employees' complaints and bringing the same to the company's attention. The charge of discrimination was denied by the company. An effort was also made by mutual explanations to promote good relations between the company and its operatives.

Mr. E. N. Compton, apart from the duties of his position as fair wages officer, lent his assistance to the Department of Labour in connection with the avoidance and settlement of various industrial disputes during the last fiscal year. A very large part of Mr. Compton's time was, however, taken up in connection with labour questions occurring on the contracts for the Welland Ship Canal, which are dealt with in another chapter of the present report.

Reference is made in the chapter of the present report dealing with the work of the Statistical Branch to the strike of the steel workers at Sydney, N.S., which occurred in the summer of 1923, and to the sympathetic strike of coal miners which was declared in connection therewith. Mention is also made in this other chapter to the strike of coal miners in Nova Scotia which occurred in January, 1924. The Department of Labour was in close touch with these occurrences, and efforts were made to assist the parties in reaching amicable settlements of the subject-matters in dispute.

Reference was made in the last report to a walk-out of a large number of employees of the Dominion Iron and Steel Company at Sydney which occurred on February 13, 1923, and which was caused by the discharge of a helper in the nail mill. This strike lasted four days and was settled by a promise of inquiry into the circumstances attending the dismissal. From the time of this strike until the following summer unrest among the workers in the steel plant was more manifest. Negotiations regarding wages, hours and union recognition occurred during the spring, and an increase of 10 per cent in wages was announced by the company in the middle of April. A strike of the company's employees was declared, however, by the union on June 28 for further wage increases, recognition of the union (including the check-off) and an eight-hour working day. Following certain disturbances of the peace, detachments of soldiers and provincial police were sent to the scene from Halifax. The aid of the militia force was also invoked on requisition of the County Judge. The strike of steel workers continued from June 28 to August 3. On July 3 the coal miners employed by the Dominion Coal Company and the Nova Scotia Steel and Coal Company

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went on strike in protest against the presence of the militia, and on July 17 the International President of the United Mine Workers of America revoked the charter of District 26, comprising the coal fields of Nova Scotia and New Brunswick, and replaced the district officials by others. International organizers of the United Mine Workers were also sent to Nova Scotia. Between July 19 and July 24 various locals of the employees' union voted to return to work, and within a few days the strike was formally called off on directions from the Provisional District President.

A representative of the Department of Labour visited Cape Breton during the occurrence of these disputes, and a Royal Commission was appointed by Order in Council on September 22 to inquire into the recurring industrial unrest among the steel workers at Sydney, N.S., "creating conditions which have occasioned the calling out of the active militia in aid of the civil power and their retention for a considerable period of time in the areas affected." This commission was composed of Dr. James W. Robertson, C.M.G., of Ottawa, as chairman, Mr. J. J. Johnston, K.C., of Charlottetown, P.E.I., and Mr. Fred. Bancroft, of Toronto. The commissioners held public sessions at Sydney, where 144 witnesses were examined, representing all interests concerned. The unanimous report of the commission was issued on February 9, 1924, and was printed as a supplement to the February number of the *Labour Gazette*. The commissioners, in the concluding portion of their report, made the following recommendations:—

RELATIONS BETWEEN THE COMPANY AND THE EMPLOYEES

The commissioners are of the opinion that the absence of any recognized organized means through which representatives of the men could confer with representatives of the company prevented the development of amicable relations; and the commissioners are further of the opinion that the employees' representatives plan with a general works committee and other committees, which is now in effect on the plant, is a means whereby the management and the employees can get together to confer upon questions of mutual interest and obligation and seek their settlement by full frank discussion. Such contacts and conferences are not intended to impose settlements but to promote agreements and to provide regular and recognized opportunities in which mutual understanding can be promoted, confidence developed and co-operating good-will brought into play in the relations between the company and the workmen.

HOURS OF LABOUR

The commissioners are of the opinion that the hours of labour have been excessively long in some departments of the plant under the two-shift system of operation.

The commissioners recommend that, in the interests alike of the company and the workmen, early and earnest attention be given to the elimination of the twenty-four-hour change-over period and to the abolition of the seven-day week.

The commissioners recommend that the question of adopting the three-shift plan (eight hours per shift) in the departments of continuous processes and a maximum of a ten-hour day for other workmen be given the most careful consideration. In our opinion the change would be advantageous to the company and beneficial to the men, and should be adopted.

WAGES AND UNEMPLOYMENT

The commissioners are of the opinion that the iron and steel industry of Sydney can be carried on successfully and amicably in such a way as to meet the reasonable desires and requirements of the workmen and the company.

Since the steel industry is one which has been characterized by intermittent periods of prosperity and depression, the commissioners recommend that in the interests alike of the shareholders and the employees the company should discuss with representatives of the employees the question of drawing to some extent upon the surplus accumulated during fat years to tide the workmen as well as the shareholders over lean years when changes in rates of wages are in contemplation and when the prospect of regular employment is not good.

As an alternative, the commissioners recommend that in the public interest some competent authority be directed to investigate and report upon the use which is made of such surplus funds of the company.

CALLING OUT OF THE MILITIA

The commissioners are of the opinion that the local police force was entirely inadequate to deal with the situation which had occurred at Sydney, that a riotous condition of mob rule prevailed for some days and nights and that the presence of the militia was necessary and beneficial.

The commissioners are of opinion that it is desirable that the Militia Act should be amended in such a manner as to provide that a requisition requiring the active militia to be called out for active service in aid of the civil power may be made only by a judge and the Attorney General of a province acting jointly in making the same and that the requisition should contain a statement by the Attorney General of the province to the effect that he shall as soon as possible, and not later than one week thereafter, cause an inquiry to be made into the circumstances which occasioned the calling out of the active militia and send a report upon the same to the Minister of National Defence.

Legislation giving effect to the recommendations of the commission with respect to the calling out of the active militia in aid of the civil power was passed at the 1924 session of Parliament.

On the expiry on January 15, 1924, of the agreement between the British Empire Steel Corporation and its coal miners, a strike occurred of the latter, which involved 9,625 employees in the following localities: Glace Bay, Sydney Mines, Thorburn, Stellarton, and Springhill. Negotiations had previously been in progress for a new agreement in which the employees contended for the restoration of the 1921 wage scale, which would mean an increase of about 20 per cent. The company posted a notice on January 15 announcing a reduction in wages of 20 per cent. Negotiations for a settlement were resumed in the first week of February, and a settlement effective for one year was reached in Montreal on February 11 between representatives of the British Empire Steel Corporation and of the United Mine Workers of America, including certain of the provisional officers of District 26. Mr. E. McG. Quirk, of Montreal, special representative of the Department of Labour, assisted as an intermediary in connection with these negotiations in Montreal.

Mr. Quirk's services were also utilized in connection with the settlement of labour difficulties in Montreal and Thetford Mines, Que., and in St. John, N.B.

III. FAIR WAGES

As a result of experience gained in the administration of the fair wages policy of the Government of Canada, as set forth in the Order in Council of June 7, 1922 (see Annual Report, 1922, pages 42-46), certain amendments were made in this Order in Council on April 9, 1924, on recommendation of the Minister of Labour, which, without altering the scope and intent of the policy, are intended to make its purpose clearer and more definite.

The amendments in question apply to the "A" conditions of the fair wages Order in Council which are observable in connection with all contracts for the construction or remodelling of public buildings of all kinds, railways, canals, roads, bridges, locks, dry docks, elevators, harbours, piers, wharves, lighthouses, and other works for the improvement and safety of transportation and navigation, rifle ranges, fortifications, and other works of defence, dams, hydraulic works, slides, piers, booms, and other works for facilitating the transmission of timber, and all other works and properties constructed or remodelled for the Government of Canada; the like conditions are also observable as far as practicable in connection with all agreements made by the Government involving the grant of Dominion public funds in the form of subsidy, advance, loan, or guarantee for any of the purposes mentioned. The changes sanctioned by the amending Order in Council affect sections 2, 3, and 5 (a) of the "A" conditions. Under the fair wages policy, as it has been administered during the past twenty-four years, the Minister of Labour has been authorized to render a final decision in connection with any dispute arising as to wages or hours. The principal changes made in the policy are intended to secure more effective provision for the enforcement of the labour provisions of government contracts in this respect.

In the case of all contracts to which the "A" conditions apply, the department of the Government concerned is required to communicate to the Department of Labour the nature of the proposed contract and the classes of labour likely to be required in its execution. The Labour Department is charged with the preparation of schedules setting forth the rates of wages and hours of labour generally accepted as current, for competent workmen of the various classes required, in the district in which the work is to be performed. This fair wage schedule is thereupon embodied in the contract. In any cases where the Department of Labour is unable to furnish fair wages schedules for the purpose aforesaid, authority is given for the insertion in the contract of a general fair wage clause calling for the observance of the current wage rates and hours of the district. The general fair wage clause of the amended Order in Council reads as follows:—

All mechanics, labourers, or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed for the character or class of work in which they are respectively engaged, and if there be no current rates in such district, then fair and reasonable rates, and shall work such hours as are customary in the trade in the district where the work is carried on, or if there be no custom of the trade as respects hours in the district, then fair and reasonable hours, unless for the protection of life and property, or for other cause shown to the satisfaction of the Minister of Labour, longer hours of service are required. The Minister of Labour may at any time and from time to time determine, for the purposes of this contract, what are the current or fair and reasonable rates of wages, and the current or fair and reasonable hours, and may from time to time rescind, revoke, amend or vary any such decision, provided that his determination and any

amendment or variation shall not be operative prior to the period of three months immediately preceding the date thereof. Where there are special circumstances which in the judgment of the Minister of Labour make it expedient that he should do so, he may, in the manner and subject to the provisions hereinabove set forth, decide what are the current or fair and reasonable rates of wages for overtime, and what is the proper classification of any work for the purposes of wages and hours. Immediately upon receipt of notice of any decision of the Minister of Labour hereunder the contractor shall adjust the wages and hours and classification of work so as to give effect to such decision. In case the contractor shall fail so to do, or to pay to any employee or employees for any services performed or for any hours of labour, wages according to the rates fixed therefor by the Minister of Labour, the Minister of Labour may authorize and direct the Minister to pay any such wages at the rates so fixed and to deduct the amount thereof from any moneys owing by the Government to the contractor and any such payment shall for all purposes as between the contractor and the Government be deemed and taken to be payment to the contractor, and the contractor shall be bound in every particular by any such authority, direction and payment as aforesaid. The powers of the Minister of Labour hereunder shall not be exercised as to any employee or employees where it is established to his satisfaction that an agreement in writing exists and is in effect between the contractor and the class of employees to which such employee or employees belong or the authorized representatives of such class of employees fixing rates of wages, overtime conditions and hours of labour.

The fair wages policy of the Government of Canada has been in effect since 1900 and is based on a resolution of the House of Commons which was adopted at the session of 1900 as follows:—

“That it be resolved, that all government contracts should contain such conditions as will prevent abuses which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy, and deems it the duty of the Government to take immediate steps to give effect thereto.

“It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.”

During the year 1923-24 the Department of Labour prepared fair wages conditions in connection with the execution of 79 contracts. These are divided among the different departments of the Government as follows: Public Works Department, 43; National Defence, 2; Interior, 2; Trade and Commerce, 1; Marine and Fisheries, 10; Indian Affairs, 11; Railways and Canals, 10.

WORKS FOR WHICH FAIR WAGES CONDITIONS PREPARED

The following tables give particulars regarding fair wages conditions prepared in the Department of Labour during the fiscal year 1923-24:—

SESSIONAL PAPER No. 26

DEPARTMENT OF PUBLIC WORKS

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
				Vol. Page
Reconstruction of Parliament Buildings.....	Ottawa, Ont.....	May 22, 1923.....	\$.....	XXIV 168
Alterations to a public building.....	Windsor, Ont.....	May 16, 1923.....	\$4,100.....	XXIV 168
Repairs to quarantine building on the island in the harbour of St. John.....	St. John, N.B.....	May 12, 1923.....	\$3,589.....	XXIII 1300
Repairs and alterations to public buildings.....	Montreal, Que.....	May 14, 1923.....	\$7,638.....	XXIII 1149
Repairs and alterations to public buildings.....	Quebec, Que.....	May 21, 1923.....	\$6,600.....	XXIII 1300
Repairs and alterations to public buildings.....	Perreville, Que.....	May 22, 1923.....	\$1,985.....	XXIII 1419
Erection of heating plants.....	Moose Jaw, Sask.....	May 17, 1923.....	\$10,960.....	XXIII 1150
Erection of heating plants.....	Prince Albert, Sask.....	May 26, 1923.....	\$2,888.....	XXIII 1421
Reconstruction of asphalt roadway around the Parliament Buildings.....	Ottawa, Ont.....	May 17, 1923.....	\$ 8,774 34.....	
Building construction.....	Winnipeg, Man.....	May 21, 1923.....	\$12,987 00.....	
Installation of a new heating plant at Ste. Anne de Bellevue Hospital.....	St. Anne de Bellevue, Que.....	May 28, 1923.....	\$12,475.....	XXIII 1149
Construction of Calgary Examining Warehouse.....	Calgary, Alta.....	June 6, 1923.....	\$9,500.....	XXIII 1420
Alterations to heating of public building.....	Maple Creek, Sask.....	June 6, 1923.....	\$1,850.....	
Installation of a new boiler in government premises Nos. 22-24 Adelaide St. E.....	Toronto, Ont.....	June 13, 1923.....	\$2,297.....	XXIII 1150
Roofing of public building.....	Charlottetown, P.E.I.....	July 10, 1923.....	\$2,800.....	XXIII 1420
Improvements to heating apparatus in Dominion public building.....	Regina, Sask.....	July 17, 1923.....	\$4,664.....	XXIII 1420
Improvements to heating apparatus in Dominion public building.....	Weyburn, Sask.....	July 17, 1923.....	\$2,460.....	XXIII 1418
Improvements to heating apparatus in Dominion public building.....	Edmonton, Alta.....	July 17, 1923.....	\$8,203.....	XXIV 55
Improvements to heating apparatus in Dominion public building.....	Lethbridge, Alta.....	July 17, 1923.....	\$6,740.....	XXIII 1420
Addition to dormitories, Royal Military College.....	Kingston, Ont.....	July 16, 1923.....	\$103,000 and \$14 per cubic yard for additional concrete required.....	XXIV 56
Work on Immigration building and post office.....	Quebec, Que.....	July 27, 1923.....	\$26,500.....	XXIII 1421
New buildings and additions at Central Experimental Farm.....	Ottawa, Ont.....	July 25, 1923.....	\$12,000 } \$24,084 } \$18,205 }	
Reconstruction of drill hall and public building.....	Haileybury, Ont.....	Aug. 1, 1923.....	\$31,979.....	XXIV 163
Public building.....	Alexandria, Ont.....	Aug. 4, 1923.....	\$12,490.....	
Alterations to Postal Station "K".....	Toronto, Ont.....	Sept. 1, 1923.....		
Various trades for Negro Point breakwater.....	St. John, N.B.....	Nov. 24, 1923.....	Unit prices as set forth in contract.....	XXIV 169
Cribwork, pile sheathing and dredging.....	Rimouski, Que.....	Nov. 24, 1923.....		

DEPARTMENT OF PUBLIC WORKS—*Concluded*

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
Reconstruction of a public wharf and dredging a basin and boat channel.	Pembroke, Ont.	Nov. 28, 1923	\$116,718 50	XXIV
Extension to headblock of wharf.	Tadoussac, Que.	Dec. 1, 1923	\$2,800 for preparing bottom and filling pier site with stone, and \$3.58 per cubic yard for crib-work completely filled, including fenders, coping, mooring posts, etc. \$294,787 and \$4 per cubic yard for extra excavation, \$12 per cubic yard for extra concrete forms.	XXIV
Addition to Archives building.	Ottawa, Ont.	Oct. 31, 1923	\$25,153 25 \$24,952 57 Unit prices.	XXIII
Construction of a potato shed.	St. John, N.B.	Dec. 12, 1923	\$69,876	XXIV
Repairs to dredge Q. and R. No. 1 now on lake Ontario	Lake Ontario.	Dec. 13, 1923	Unit prices as set forth in contract.	
Completion of third section of Steveston jetty.	Steveston, Fraser river, New Westminster.	Dec. 17, 1923		
Construction of new public building.	Kamloops, B.C.	Jan. 2, 1924		
Reconstruction of public wharf.	Leflaivre, Co. of Prescott, Ont.	Dec. 20, 1923		
Reconstruction of the approach to the pierhead of Young wharf.	Caraquet, Gloucester Co., N.B.	Jan. 7, 1924		
Seed building for Department of Agriculture.	Toronto, Ont.	Jan. 10, 1924	\$25,997 50	
Construction of a wharf.	Robichaud (Savoy) Landing, Shippigan island, Co. of Gloucester, N.B.	Jan. 12, 1924	\$43,834 \$ 9,814	
Repairs to breakwater.	Port Greville, Cumberland Co., N.S.	Jan. 16, 1924	\$31,627 89	
Extension to outer end of West wharf.	Pelee island, Essex Co., Ont.	Jan. 18, 1924	\$32,757 50	
Construction of breakwater wharf.	Broad Cove Marsh, Inverness Co., N.S.	Jan. 31, 1924	\$7,329 35	
Construction of a breakwater.	Portuguese Cove, Halifax Co., N.S.	Feb. 12, 1924	\$15,203 10	
Construction of wooden highway bridge and road diversion.	Grand Etang, Inverness Co., N.S.	Feb. 20, 1924	\$10,061 41	

DEPARTMENT OF NATIONAL DEFENCE

Radio test hut.	Rockcliffe Rifle Range, Ottawa, Ont.	Aug. 1, 1923	\$3,393 00.
Reconditioning old power house, Sydenham Hospital, as a vehicle shed.	Kingston, Ont.	Feb. 8, 1924	\$14,600 00.

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DEPARTMENT OF THE INTERIOR

Construction of roadway.....	Jasper Park, Alta.....	April 18, 1923.....	\$17,113 94.
Hauling of materials, cutting, clearing and grubbing of right of way, ploughing of a fireguard and erection of a fence around the extension to Elk Island Park.	Elk Island Park, Alta.....	May 21, 1923.....	\$15,627 98.

DEPARTMENT OF TRADE AND COMMERCE

Erection of government elevator.....	Edmonton, Alta.....	Mar. 13, 1924.....	\$1,297,729 00.
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DEPARTMENT OF MARINE AND FISHERIES

Construction of wooden range towers.....	Rochford Point, Louisburg, N.S.....	May 11, 1923.....	\$3,400 00.
Wooden dwelling and lighthouse.....	Point Peter, Gaspe Co., Que.....	June 21, 1923.....	Matter deferred.
Wooden dwelling and concrete tower.....	Louisburg, N.S.....	June 28, 1923.....	\$18,100 00.
Wooden dwelling.....	Seatiari island, Cape Breton, N.S.....	June 28, 1923.....	\$12,500 00.
Reinforced concrete tower.....	Cape Sable, N.S.....	June 28, 1923.....	\$10,800 00.
Fog alarm building.....	Green island, Richmond Co., N.S.....	Aug. 3, 1923.....	Matter deferred.
Construction of wooden building.....	Riviere a la Marte, Gaspe Co., Que.....	Aug. 21, 1923.....	Matter deferred.
Erection of fog alarm building.....	Western Head, Queen's Co., N.S.....	Nov. 13, 1923.....	Contract not yet awarded.
Erection of sheds and mast lights.....	Sturgeon river, Ont.....	Feb. 18, 1924.....	Contract not yet awarded.
Construction of sheds and mast lights.....	Irwin's Point, Wolfe island, Co. of Frontenac, Ont.	Mar. 4, 1924.....	Contract not yet awarded.

DEPARTMENT OF INDIAN AFFAIRS

Erection of a small hospital.....	Blackfoot Indian Reserve, Alta.....	May 11, 1923.....	\$22,425 00.
Erection of a day school.....	Penticton Indian Reserve, B.C.....	April 30, 1923.....	\$2,828 00.
Erection of a three room day school on Indian Reserve.....	Bersimis, Saguenay Co., Que.....	May 7, 1923.....	\$28,980 00.
Erection of cow and horse barn at Qu'Appelle Indian Industrial Institute.....	Qu'Appelle, Sask.....	May 22, 1923.....	\$10,692 00.
Erection of Indian residential school.....	Kamloops, B.C.....	June 9, 1923.....	\$88,987 00.
Erection of a barn for the Old Suns Indian Boarding School.....	Blackfoot Reserve, Alta.....	June 19, 1923.....	\$10,350 00.
Erection of an Indian residential school.....	Flood Indian Reserve, Alta.....	June 23, 1923.....	\$123,000 00.
Erection of a teachers' residence.....	Tobique Indian Reserve, N.B.....	June 16, 1923.....	\$16,475 00.
New heating system at Mount Elgin Institute.....	Muncy, Ont.....	June 21, 1923.....	\$6,600 00.
Construction of gravel road.....	Tyendenaga Indian Reserve near Deseronto, Ont.	July 12, 1923.....	\$3,000 00.
Erection of cow and horse barn.....	St. Georges Industrial School, Lytton, B.C.....	Aug. 13, 1923.....	\$10,000 00.

DEPARTMENT OF RAILWAYS AND CANALS

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
Supply and erection of a highway steel fixed bridge over old Welland Canal.	St. Catharines, Ont.	Aug. 1, 1923	\$4,033	Vol. XXIII Page 1153
Improvements to upper entrance.	Rapide Plat Canal.	Aug. 29, 1923	Schedule rates	XXIII 1153
Repairing and resurfacing roadways and bridge ap- proaches along canal.	Welland Canal, Ont.	Aug. 29, 1923	Schedule rates	XXIII 1301
Construction of storage annex to the Port Colborne elevator.	Port Colborne, Ont.	Aug. 31, 1923	\$376,000	XXIII 1301
Concrete paving.	Port Dalhousie, Ont.	Sept. 18, 1923	No contract awarded.	
Erection of grain elevator.	Halifax, N.S.	Oct. 6, 1923	No contract awarded.	
Construction of Donnacona cut-off.	Grand Mere Division of Canadian Northern Quebec Railway to Mile 16 on the La Tuque Sub-division of the National Trans- continental Railway.	Nov. 26, 1923	\$177,175 00.	
Supply and erection of the superstructure of two high- way steel fixed bridges.	Lachine Canal, Que.	Dec. 28, 1923	\$5,275	XXIV 241
Deepening and improving the north entrance.	St. Peters Canal.	Jan. 26, 1924	\$56,819 00.	
Construction of Section 8.	Welland Ship Canal.	Feb. 11, 1924	Schedule rates.	

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TABLE showing by provinces the fair wages conditions prepared 1923-24

Department of Government	Saskatchewan	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	British Columbia	Alberta	Total
Public Works.....	5	1	3	6	7	15	1	2	3	43
Railways and Canals.....			2		2	6				10
National Defence.....						2				2
Interior.....									2	2
Trade and Commerce.....								1		1
Marine and Fisheries.....			6		2	2				10
Indian Affairs.....	1			1	1	2		3	3	11
Total.....	6	1	11	7	12	27	1	5	9	79

POST OFFICE CONTRACTS—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1923-24.

Name of Order	Amount of Order
	\$ cts.
Supplying 100 parcel receptacles.....	2,490 00
Supplying grey frieze.....	5,250 00
Supplying blue and brown melton.....	13,115 00
Supplying postmen's satchels.....	15,765 00
Supplying letter scales.....	1,746 00
Supplying postmen's winter uniforms.....	40,633 25
Making cotton duck bagging.....	121,625 00
Making all hair seal fur caps.....	1,200 00
Making cloth caps and covers.....	1,456 46
Making round brass grommets.....	3,906 00
Supplying thread for mail bags.....	1,350 00
Supplying postmen's rubber boots.....	1,067 36
Making grey satchels.....	375 00
Supplying street letter boxes.....	3,750 00
Supplying rubber stamping cushions.....	140 00
Making serge.....	4,995 00
Making serge.....	6,210 00
Supplying pint tins for cancelling ink.....	400 00
Supplying parcel receptacles.....	745 50
Making postmen's uniforms.....	20,196 51
Supplying letter pouches.....	640 00
Supplying towels.....	306 00
Supplying waterproof coats for postmen.....	2,116 13
Supplying waterproof capes.....	380 00
Supplying cloth caps and waterproof covers.....	1,113 00

FAIR WAGES COMPLAINTS ON GOVERNMENT WORKS

Complaint was made to the Department of Labour in various instances during the past year that contractors for government works were not complying with the fair wage requirements of their contracts. Most of these complaints related to alleged non-payment of the wages rates contemplated in the contract, the requirement in each case being that the contractor should pay the workpeople the rates of wages current in the district for the various classes of labour employed. In some cases the inquiry showed that the claims were not justified; in all instances, however, in which the complaints were well founded action was taken by the Department of Labour to uphold the rights of the workmen concerned.

As in the preceding year the principal complaints related to the contracts for the construction of the Welland Ship Canal, which is the largest public work under way in Canada at the present time. The construction of this canal was

begun in 1913. The work was discontinued during the later stages of the Great War, but was resumed later by the Department of Railways and Canals. Contracts for the completion of Sections 1, 2, 3, 4 and 5 were subsequently let and provision made by the Dominion Government in all cases for the observance of the rates of wages and hours of labour current in the district for the different classes of workmen employed. A contract was let in the month of February, 1924, for Section 8 of the Welland Ship Canal, which includes Lock No. 8, supply weir, the Lake Erie entrance and the extension of the western breakwater of the canal. Work on this section was only being started at the close of the fiscal year.

On account of disputes which had arisen on the Welland Ship Canal work, the Minister of Labour issued a ruling in the month of June, 1923, regarding the wages rates and hours of labour of the different classes of workmen employed. The rates and hours sanctioned by the minister were based on those current in the district in which the work was being executed. The schedule was not, however, put into effect at once by the contractors in all cases and an inspection was made subsequently, under the direction of the Minister of Labour, of the contractors' books to ascertain the exact situation. Payment was made by the contractors accordingly to individual workmen who had received less than the rates approved by the Minister of Labour, and workmen employed in excess of the hours set out in the schedule were paid for their additional service at the rate of time and one-half.

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TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1924

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
April 2, 1923	Brookton Point, Stanley Park, B.C. Stone retaining wall.	Public Works	Alleged that stonemasons were receiving less than the prevailing rate of wages.	The matter was investigated by an officer of the Department of Labour and it was found that the complaint was justified. Instructions were given by the Department of Public Works for the payment of current wage rates for stone masons in the district.
May 10, 1923	Kingston, Ont. Locomotive works.	Canadian National Railways.	Request that fair wage conditions be inserted in the contract for this work.	Settlement reached by agreement.
May 19, 1923	Montreal, Que. Harbour work.	Marine and Fisheries	Alleged that the prevailing rates of wages were not being paid.	Investigation of the complaint was made by officers of the Department of Labour and the matters in question were determined by signed agreement between the Harbour Commissioners and the employees' union.
June 5, 1923	Halifax, N.S. R.A. Park.	Public Works	Alleged that the prevailing rate of wages was not being paid to labourers.	Investigation showed that the complaint was based on incorrect information.
June 19, 1923	Tatank, Ont. Carpentry work.	Canadian National Railways.	Alleged that carpenters were not receiving the current rates of the district.	The matter was referred to the Canadian National Railways and an investigation showed the complaint was not justified.
June 23, 1923	St. John, N.B. Work on freight sheds.	Canadian National Railways.	Alleged that bricklayers, masons and plasterers were not receiving the prevailing rate of wages.	Matter was referred to the Canadian National Railways for attention.
June 23, 1923	Vancouver, B.C. Esquimalt Dry Dock.	Public Works	Complaint was made that steam and operating engineers were not receiving the current wage rates.	The matter was investigated by a departmental officer and, following a ruling given by the Minister of Labour, settlements were made by the employer with certain workmen who had received less than the rates current in the district.
Aug. 21, 1923	Vancouver, B.C. Dry Dock.	Public Works	Alleged that certain workmen employed on the dry dock were not receiving the prevailing rate of wages.	Investigation by an officer of the Department of Labour showed that the complaint was justified and payment was accordingly ordered of the amounts due to individual workmen concerned.
Sept. 15, 1923	Quebec, Que. St. Malo Shops.	Canadian National Railways.	Alleged that bricklayers were not receiving the current rates of the district.	Matter was referred to the Canadian National Railways for attention.
Oct. 16, 1923	Long Lac, Ont. Construction of railway lines.	Canadian National Railways.	Alleged that station men did not receive proper settlement for their work.	The matter was taken up with the Canadian National Railways, also with the contractors, and an adjustment was understood to be under way at the close of the year.
Nov. 20, 1923	Port Colborne, Ont. Government elevator.	Public Works	Alleged that the current wage rates and hours at the district were not being observed for certain workmen.	Investigation was made by an officer of the Department of Labour and a schedule of wages was suggested by the Minister of Labour covering the classes of labour in question.
Dec. 4, 1923	Fruitland, Ont.	Government elevator.	Alleged that prevailing rates were not being paid.	The matter was referred to the Minister of Provincial Works and Highways.
Dec. 17, 1923	Road construction. Edmonton, Alberta. Government elevator.	Trade and Commerce	Alleged that prevailing rates of wages were not being paid to certain classes of labour and that they were working longer hours than were current in the district.	Schedule of wages and hours prepared by the Department of Labour and accepted by the contractor.
Dec. 28, 1923	St. Catharines, Ont.	Canadian National Railways.	Alleged that carpenters were not being paid the prevailing rate of wages.	The matter was referred to the Canadian National Railways for attention.
Dec. 29, 1923	Ottawa, Ont. Retaining wall, Rideau Canal.	Railways and Canals	Alleged that carpenters were not receiving the prevailing rate of wages.	The matter was taken up with Department of Railways and Canals and payment was made of certain wage claims.
Dec. 31, 1923	Ottawa, Ont. Archives Building.	Public Works	Alleged that the prevailing rate of wages was not being paid to labourers.	Investigation showed that the complaint was based on incorrect information.
Feb. 12, 1924	Blind River, Ont. Wharf.	Public Works	Alleged that the contractor was not paying the current rate for common labour.	The current rate of the district was ascertained by inquiry and settlements were made by the contractor with certain workmen who had received a lower rate.
Feb. 14, 1924	Port Stanley, Ont. Government pier.	Public Works.	Alleged that workmen were performing carpentry work at less than the current rate of wages.	Investigation showed that the complaint was not justified.

TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1924.—*Concluded*

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
Mar. 7, 1924	Halifax, N. S. Tracadie Hospital, Dartmouth Pier.	Public Works.	Alleged that the current rates of wages were not being paid.	Investigation showed that the complaint was not justified.
Mar. 15, 1924	Halifax, N. S. Wharf.	Public Works.	Complaint was received that carpenters were not receiving the current rates of the district.	An investigation was made by an officer of the Department of Public Works and it was found that the claim was not justified.
Mar. 24, 1924	Kingston, Ont.	National Defence.	Alleged that a plumber was not receiving the current rate of wages.	Investigation showed that the complaint was not well founded.
April 9, 1923	Barraclough, Ont. Welland Ship Canal.	.....	Alleged that workers employed on the canal contracts were not receiving the current rate of wages of the district.	The current rate of wages payable under the contract was determined by the Minister after inquiry by an officer of the Department of Labour and this rate was put into effect by the contractors.
May 25, 1923	Welland Ship Canal.	.....	Complaint was made that carpenters had not received the current rate of wages in the district.	The rate of wages payable under the contract was determined by the Minister of Labour after inquiry by an officer of the department. The rate was put into effect by the contractors, but was not put into effect by the Minister.
Oct., 1923. Mar., 1924 ^a	Welland Ship Canal.	.....	Complaint was received from many individual workmen that they had not received the current rate of wages and that the contractors had not paid proper rates for overtime.	Minister of Labour was made to inquire into the matter and to see that the contractors were paid for the additional amounts due to them, including payment at time and a half for overtime.
Jan. 4, 1924	Welland Ship Canal.	.....	A proposal was made by the contractors for Sections 3 and 4 for certain reductions of wage scale for work performed during the winter months.	Correspondence was exchanged with the Minister of Labour on this point, who advised that the contractors should first take the matter up with their employees. No action was taken by the contractors looking to the reduction of rates during the winter months and the summer scale continued in effect.

IV. STATISTICS

During the year statistics of strikes and lockouts, wages and hours of labour, prices and cost of living, employment and industrial accidents have been collected and published regularly in the *Labour Gazette*, annual reviews also appearing soon after the close of the calendar year. In accordance with the "Statistics Act, 1918," and under arrangements with the Dominion Statistician, approved by Order in Council dated October 16, 1922, certain classes of these statistics are collected and published in co-operation with the Dominion Statistician, in close association with statistics of general social and economic conditions as organized in the Dominion Bureau of Statistics. The classification of industries and occupations drawn up in the bureau is followed in the compilation of the statistics of labour.

A statement as to fatal industrial accidents appears in chapter V of the present report, and statistics respecting employment in chapter VII.

STRIKES AND LOCKOUTS DURING 1923

The year 1923 was marked by the lowest figure for time loss in man working days since 1918, there being no strikes involving large numbers of employees for months, as was the case in 1922, 1919, 1917, and certain other years. The number of employees involved in strikes and lockouts was less than in 1922, but the number of disputes was slightly greater.

The departmental record of strikes and lockouts in Canada was begun on the establishment of the department toward the end of 1900 and particulars of industrial disputes have been given each month in the *Labour Gazette*; also as early in each year as possible a summary statement for the previous calendar year is printed in the *Labour Gazette*, with a statistical analysis. The figures are given for the calendar rather than the fiscal year, because in this form they become more easily comparable with statistics on the same subject gathered in other countries, which also as a rule use the calendar year. The figures printed are inclusive of all strikes which come to the knowledge of the department, and the methods taken to secure information practically preclude probability of omissions of a serious nature. So far as concerns figures given with respect to duration of strikes, numbers of employees concerned, etc., it is impossible always to secure exact information, but the estimate made in such cases is the result of painstaking methods in the collection of data, and, with increasing experience in dealing with the subject, it is believed that the statistics indicate the conditions with reasonable precision.

The record of the department includes lockouts as well as strikes, but a lockout or an industrial condition which is undoubtedly a lockout is rarely encountered. In the statistical tables, therefore, strikes and lockouts are recorded together under the term "industrial disputes."

A strike or lockout, included as such in the records of the department, is a cessation of work involving six or more employees, and lasting more than one working day. Disputes of only one day's duration or less and disputes involving less than six employees have not been in the past included in the published record, but a separate record of such disputes has been maintained in the department. For 1923, however, any such disputes involving a time loss of ten working days or more are included in the published record, there being twelve of these, involving 1,447 employees and resulting in a time loss

of 1,405 working days. In addition there was a dispute involving only thirty employees for one hour, with a time loss, therefore, of less than ten days; this was a strike of coal miners at Drumheller in sympathy with other coal miners who resumed work that day.

The outstanding feature of the year was a strike of steel workers at Sydney, N.S., resulting in sympathetic strikes of coal miners in Cape Breton Island, in other parts of Nova Scotia, and for a short time, in a small area in Alberta. The sympathetic strikes caused a time loss of about 240,000 working days, nearly one-third of the total for the year. The strike of steel workers, which was for higher wages, shorter hours of labour and recognition of the union, began on June 28, 1923, lasted until August 1, and, at the beginning, involved about 2,600 employees. The sympathetic strikes of coal miners occurred early in July, in protest against the stationing of militia troops and provincial police in the strike area where disturbances had occurred. The coal miners were ordered back to work by the International President of the United Mine Workers of America, and, the constitution of that labour organization having been violated in connection with the strike, the officers and charter of District 26 of the United Mine Workers of America, embracing the principal coal mining districts of Nova Scotia, were suspended. The sympathetic strikes involved about 13,000 miners in Nova Scotia for nearly three weeks. A Royal Commission was appointed to investigate the cause of the industrial unrest among the steel workers at Sydney, N.S., and the circumstances which occasioned the calling out and the retention of the militia in aid of the civil power in connection with the same. The report of the commission was published as a supplement to the *Labour Gazette* for February, 1924. Legislation giving effect to one of the recommendations of the commission in regard to the use of the militia was enacted at the next session of Parliament, provision being made for a requisition from the provincial attorney general, as well as from a judge, before such action could be taken.

Considerable time loss was caused by the strikes of printing compositors in job offices in various cities in Canada, as well as in the United States, for the 44-hour week. These strikes had begun in 1921, and involved, at the beginning, 2,451 employees in Canada. By January, 1923, there were involved, 1,365, and by December, 1923, only 521. Reports received in the department indicated that many of the employers involved had from the beginning of the strike gradually replaced the strikers. From time to time settlements were made by the union with various employers, or work was secured elsewhere by the employees. The strike at Vancouver, B.C., was called off November 10, 1923. At the beginning, these strikes involved numbers of printing pressmen and bookbinders, but these soon either settled with the employers or returned to work without a settlement.

A strike of 1,555 longshoremen at Vancouver, B.C., from October 8 to December 8, for increased wages and certain other changes on the expiration of an agreement, caused a time loss of 82,415 working days and ended in favour of the employers. During the strike the question of the reinstatement of the strikers and the dismissal of strikebreakers became an issue, it being finally arranged that the employers would secure men as needed from the government employment office where all might apply. The men returned to work at the wages and working conditions prevailing before the strike, but the employers refused to make an agreement with the union.

Two strikes of coal miners, in the Edmonton coal fields and at Cardiff near by, began toward the end of 1922 and at the beginning involved upwards of 750 employees. By the end of 1922, only about 500 remained on strike. The strikes were for recognition of the union and for union wages and working

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conditions covered by the agreement in District 18 of the United Mine Workers of America. In most of the mines the strikers were gradually replaced or returned to work before the spring but the union did not call off the strike until August. In the meantime the employees in the Edmonton field organized another union and entered into an agreement with the association of the employers providing for wages and working conditions then in existence.

These disputes caused a time loss of approximately 600,000 working days out of the total for Canada during the year of 756,494. In other industries the only instance of great time loss was in the manufacture of clothing, where six disputes caused time loss of 10,068 working days, four being strikes for recognition of union, one against the employment of particular persons, one for increased wages and one against a reduction in wages. One of these ended in a compromise and the others were unsuccessful. In the building industry, the number of disputes and the time loss were comparatively small, there being only seven disputes, involving 867 employees and causing a time loss of 10,005 days, as compared with 17 disputes, 1,396 employees and a time loss of 28,247 working days in 1922, and 36 disputes, 4,004 employees and 153,372 working days in 1921.

An analysis of the statistics by the number of employees involved shows over 10,000 employees in only one dispute, 1.1 per cent of all disputes, but this strike (the sympathetic strike of coal miners in Cape Breton Island) caused a time loss of 216,700 days, 28.2 per cent of the total for the year. Outside of this strike, disputes involving between 1,500 and 2,500 employees, between 500 and 1,000 employees, and between 100 and 250 employees caused most of time loss for the year.

An analysis by industries shows the greatest amount of time loss in mining, with printing a close second, and considerable amounts in water transportation and in iron and steel manufacturing. The same industries showed large numbers of employees involved.

Among causes of disputes, it appears that the chief cause was demands for increases in wages, 27 out of 91, involving 3,207 employees out of 32,868 and resulting in a time loss of 42,541 working days out of 768,494. Sympathetic strikes showed the largest number of employees involved and also the greatest time loss, the three coal miners' strikes in July being the chief factor. There were, however, 10 strikes for recognition of union, and 12 against discharge of employees, but these did not involve large numbers of employees nor result in great time loss.

By methods of settlement, the largest number of disputes, 36, were settled by negotiations between the parties, but in 19 disputes there was a return to work on employers' terms.

An analysis of the figures by time loss shows 44 per cent of the total for the year due to two strikes, with over 100,000 working days lost, the one strike being that of the Cape Breton coal miners and the other the printers' strike at Toronto; 17.5 per cent of the total time loss was due to two strikes with between 50,000 and 100,000 working days, that of long-shoremen at Vancouver causing a loss of 82,415 days and that of steel workers at Sydney, 52,000 days.

In duration, most of the disputes lasted less than five days, but these caused comparatively little time loss. Considerable time loss occurred in disputes lasting from 20 to 30 days, involving 12,921 employees, but a large proportion of it, 32.9 per cent, was due to 10 disputes carried over into 1923, of which eight were in the printing trades, carried over from 1921.

By provinces, the greatest time loss occurred in Nova Scotia with 319,434 days, 41.6 per cent of the total for the year, while Ontario experienced a time loss of 165,681 days, 21.6 per cent of the total, and British Columbia 108,554 days, 14.1 per cent of the total for the year.

A comparison of figures by months for the past four years shows the greatest time loss, as well as the largest number of employees involved, in the spring and summer months, each year.

The accompanying chart of the time loss in working days by groups of industries for each year back to 1901, shows that in mining considerable time loss occurred in 1903, 1909, 1910, 1911, and 1913, and again in 1917, 1919, 1922, and 1923. In metal trades no great time loss appeared except in 1919, when the strikes in the metal trades in various cities and the general strike in Winnipeg, in sympathy with the metal trades' strike there, caused a time loss of about two million days. In 1918, 1920, and 1923, however, the time losses (in these trades) were larger than in other years. In building and construction considerable time loss appeared in 1903, 1907, 1911, and 1919. In transportation there was considerable time loss in 1901, due to a strike of trackmen; in 1908, due to a strike of railway shop machinists; and in 1918 and 1919, due to numbers of strikes in street railway operation, as well as among freight handlers in local transportation, cartage, etc.

From the charts showing results of the settlement arrived at, it appears that the majority of employees were successful in 1905, 1906, 1915, 1917, and 1918, periods of steadily rising prices and expanding business, and were unsuccessful in 1908, 1919, and 1920, years of uncertainty in industry.

RECORD OF INDUSTRIAL DISPUTES BY YEARS, 1901 TO 1923

Year	Number of Disputes		Disputes in existence in the year		
	In existence in the year	Beginning in the year	Employers involved	Employees involved	Time loss in working days
1901.....	104	104	273	28,086	632,302
1902.....	121	121	420	12,264	120,940
1903.....	146	146	927	50,041	1,226,500
1904.....	99	99	575	16,482	265,004
1905.....	89	88	437	16,223	217,244
1906.....	141	141	1,015	26,050	359,797
1907.....	149	144	825	36,224	621,962
1908.....	68	65	175	25,293	708,285
1909.....	69	69	397	17,332	871,845
1910.....	84	82	1,335	21,280	718,635
1911.....	99	96	475	30,094	2,046,650
1912.....	150	148	989	40,511	1,099,208
1913.....	113	106	1,015	39,536	1,287,678
1914.....	44	40	205	8,678	430,054
1915.....	43	38	96	9,140	106,149
1916.....	75	74	271	21,157	208,277
1917.....	148	141	714	48,329	1,134,970
1918.....	196	191	766	68,489	763,341
1919.....	298	290	1,913	138,988	3,942,189
1920.....	285	272	1,273	52,150	886,754
1921.....	145	138	907	22,930	956,461
1922.....	85	70	569	41,050	1,975,296
1923.....	91	77	419	32,868	768,474
Total.....	2,842*	2,740	15,991*	803,195*	21,348,024

*In these totals figures for disputes extending over the end of a year are counted more than once.

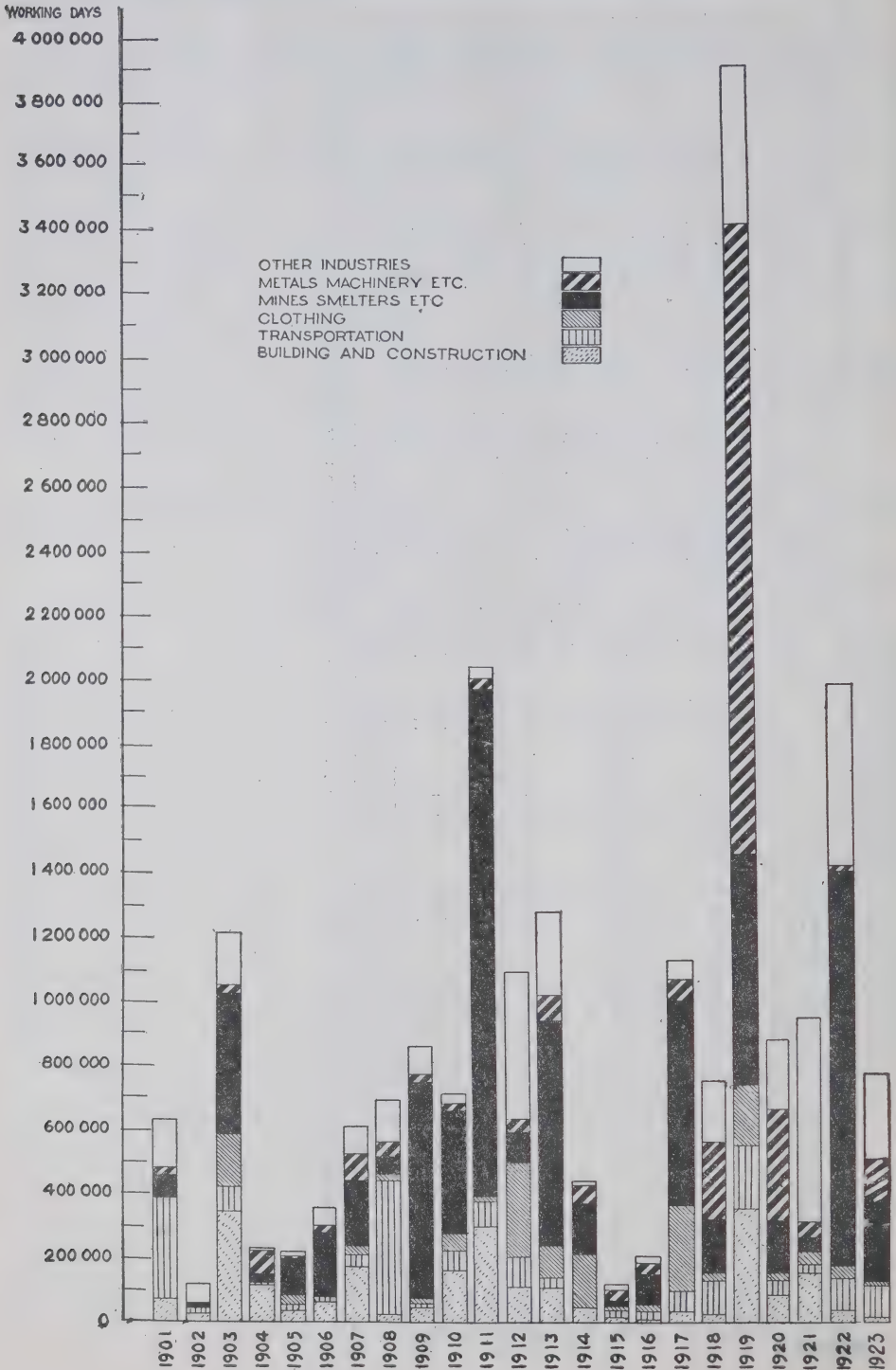
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STRIKES AND LOCKOUTS, 1920, 1921, 1922, AND 1923, BY MONTHS

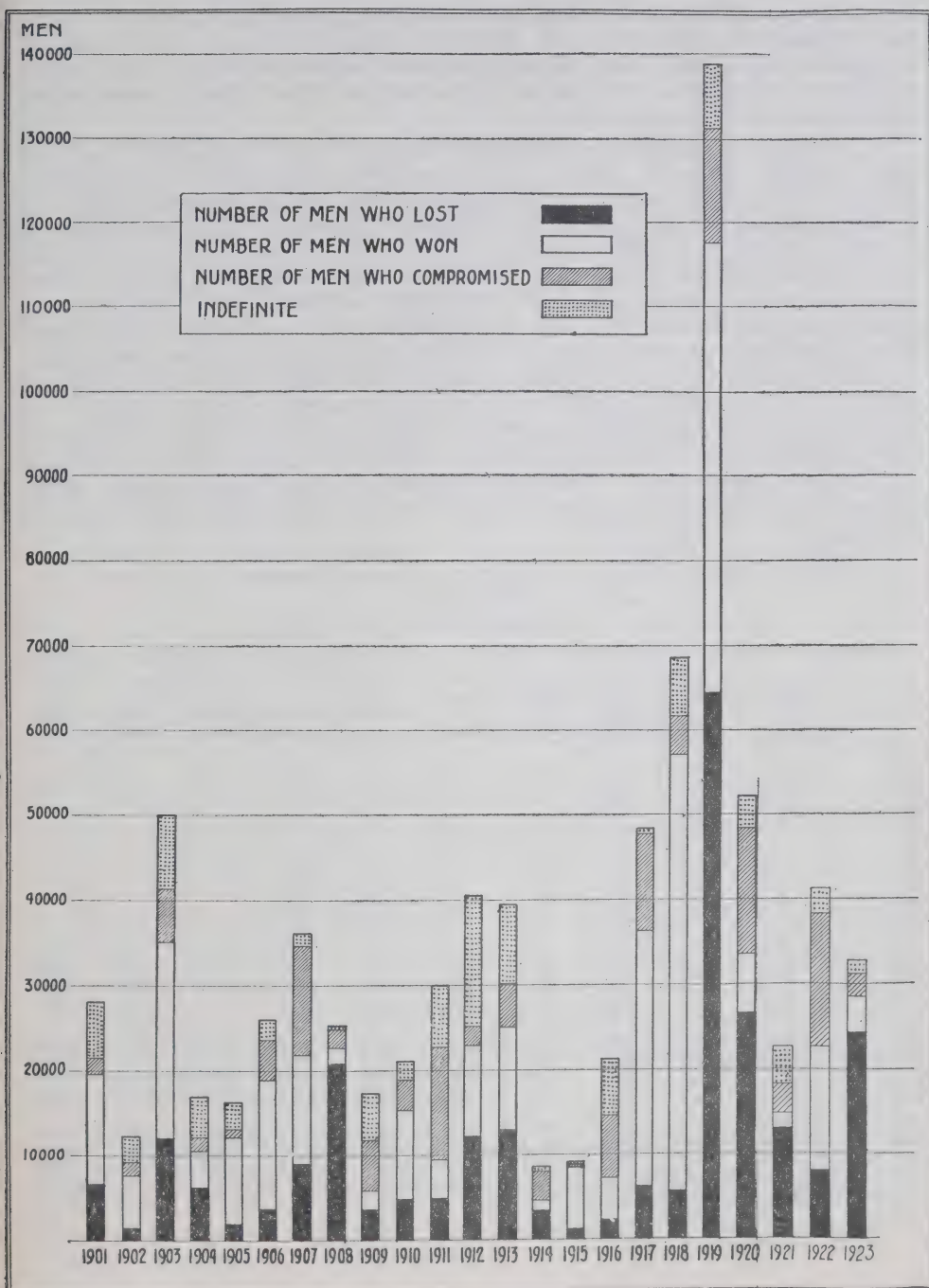
Period	Disputes in existence				Number of employees affected				Time loss in working days			
	1920	1921	1922	1923	1920	1921	1922	1923	1920	1921	1922	1923
January.....	35	23	22	18	2,800	1,765	3,435	2,852	35,535	30,646	68,474	53,966
February.....	25	31	24	20	2,345	2,906	3,200	3,950	30,920	36,361	62,935	46,030
March.....	28	32	20	19	4,116	3,468	2,569	1,533	39,027	55,502	62,737	33,229
April.....	48	29	26	27	6,899	4,453	13,086	2,561	75,445	63,480	272,946	34,972
May.....	79	56	31	39	13,856	9,323	13,433	4,767	159,072	175,889	279,857	53,891
June.....	66	50	25	28	15,793	10,259	11,093	6,268	185,732	188,020	263,402	42,406
July.....	59	41	21	23	10,016	9,413	15,553	18,095	137,841	92,891	255,734	307,433
August.....	30	31	25	20	4,840	3,442	25,364	3,651	74,366	73,273	450,692	30,721
September.....	29	26	23	18	2,806	3,948	17,736	1,729	28,330	59,849	99,732	30,773
October.....	21	17	18	16	6,168	1,897	3,240	2,322	72,893	46,036	54,758	50,402
November.....	14	18	14	15	2,295	3,354	2,036	2,237	27,269	73,149	48,023	55,978
December.....	21	18	15	13	1,822	3,759	2,950	2,446	20,324	61,365	55,986	28,693
Year.....	*285	*145	*85	*91	*52,150	*22,930	*41,050	*32,868	886,754	956,461	1,975,276	768,494

*These figures relate only to the actual number of disputes in existence and the employees involved during the year, not being a summation in each case of the monthly figures.

TIME LOSS IN WORKING DAYS THROUGH STRIKES AND LOCKOUTS
BY GROUPS OF INDUSTRIES EACH YEAR, 1901-1923



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RESULTS OF STRIKES AND LOCKOUTS ACCORDING TO NUMBERS
OF MEN INVOLVED

WAGES AND HOURS OF LABOUR

Statistics as to wages and hours of labour are secured to a considerable extent in connection with the work of the department on strikes and lockouts, industrial agreements, conciliation and mediation proceedings under the Industrial Disputes Investigation Act, 1907, fair wage schedules, and reports of changes in wages and hours. Reports are also secured each year from representative employers in the various industries and from labour organizations as to the rates of wages in effect.

The series of bulletins on wages and hours of labour in Canada begun in 1921 has been continued. Report No. 5, prepared particularly for the Federal-Provincial Conference relative to obligations of Canada in connection with the recommendations of the International Labour Conference, dealt with hours of labour in Canada and other countries. Report No. 6, issued as a supplement to the *Labour Gazette* for January, 1924, gives information as to rates of wages in certain trades and industries for 1921, 1922, and 1923. The accompanying table from that bulletin indicates the movement in wage rates during 1923, as compared with previous years for the classes included, and these index numbers are intended to show the trend in wage rates pending the calculation and publication of an index number covering the industries more completely. It will be noted that during 1923 wages rose slightly in several of the groups, but fell in printing and in common labour in factories. In coal mining there was no change in the average. There were advances in the building trades, metal trades, and on electric and steam railways, as well as in factory trades and in lumbering.

INDEX NUMBERS OF RATES OF WAGES FOR VARIOUS CLASSES OF LABOUR IN
CANADA, 1901-1923

(Rates in 1913=100)

Year	Build- ing Trades	Metal Trades	Print- ing Trades	Electric Rail- ways	Steam Rail- ways	Coal Mining	Average*	Com- mon Factory Labour	Miscel- laneous Factory Trades	Lum- bering
1901.....	60.3	68.6	60.0	64.0	70.8	82.8	67.8	.....	.....	.....
1902.....	64.2	70.2	61.6	68.0	73.6	83.8	70.2	.....	.....	.....
1903.....	67.4	73.3	62.6	71.1	76.7	85.3	72.7	.....	.....	.....
1904.....	69.7	75.9	66.1	73.1	78.6	85.1	74.8	.....	.....	.....
1905.....	73.0	78.6	68.5	73.5	78.9	86.3	76.5	.....	.....	.....
1906.....	76.9	79.8	72.2	75.7	80.2	87.4	78.7	.....	.....	.....
1907.....	80.2	82.4	78.4	81.4	85.5	93.6	83.6	.....	.....	.....
1908.....	81.5	84.7	80.5	81.8	86.7	94.8	85.0	.....	.....	.....
1909.....	83.1	86.2	83.4	81.1	86.7	95.1	85.9	.....	.....	.....
1910.....	86.9	88.8	87.8	85.7	91.2	94.2	89.1	.....	.....	.....
1911.....	90.2	91.0	91.6	88.1	96.4	97.5	92.5	94.9	95.4	93.3
1912.....	96.0	95.3	96.0	92.3	98.3	98.3	96.0	98.1	97.1	98.8
1913.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1914.....	100.8	100.5	102.4	101.0	101.7	101.9	101.4	101.0	103.2	94.7
1915.....	101.5	101.5	103.6	97.8	101.7	102.3	101.4	101.0	106.2	89.1
1916.....	102.4	106.9	105.8	102.2	104.9	111.7	105.7	110.4	115.1	109.5
1917.....	109.9	128.0	111.3	114.6	110.1	130.8	117.5	129.2	128.0	130.2
1918.....	125.9	155.2	123.7	142.9	133.2	157.8	139.8	152.3	146.8	150.5
1919.....	148.2	180.1	145.9	163.3	154.2	170.5	160.4	180.2	180.2	169.8
1920.....	180.9	209.4	184.0	194.2	186.6	197.7	192.1	215.3	216.8	202.7
1921.....	170.5	186.8	193.3	192.1	165.3	208.3	186.1	190.6	202.0	152.6
1922.....	162.5	173.7	192.3	184.4	155.1	197.8	176.8	183.0	189.1	158.7
1923.....	166.4	174.0	188.9	186.2	157.4	197.8	178.4	181.7	196.1	170.4

*Simple average of six preceding columns.

PRICES AND COST OF LIVING

The publication in the *Labour Gazette* each month of statistics of retail prices of staple foods, and of coal and wood and coal oil, and as to the rentals of six-roomed workingmen's houses in some sixty of the industrial centres of Canada, begun in 1910, has been continued. As since 1921, the figures as to food prices have been secured through the Dominion Bureau of Statistics from representative butchers and grocers in these centres as well as through the resident correspondents of the *Labour Gazette*. The calculation of a weekly family budget of foods, fuel and rent, in order to show the changes in the costs of these items from month to month, which has been continued and supplemented by information as to the changes in the costs of clothing, boots, etc., secured half-yearly, has made possible the publication from time to time in the *Labour Gazette* of a table showing, by percentages, the changes in the cost of the principal items of family consumption as in the accompanying table.

In connection with the statistics of wholesale prices published by the department in special reports from 1910 to 1917 and monthly in the *Labour Gazette* since 1911, it is to be noted that, as a result of an arrangement made in 1918, the Dominion Statistician has constructed a new index number of wholesale prices in Canada designed to replace that published by the department as the official index number for Canada. The new index number was published in 1923 in a special report entitled "Prices and Price Indexes, 1918-1922." This publication contained two index numbers. The first, "unweighted" like that published by the Labour Department, covered the period 1890 to 1921 and was constructed chiefly from the records of prices back to 1890 compiled and published by the department. The other, "weighted" according to the importance of the commodities, covered the period 1919 to 1922, and this index is kept up to date from month to month and is published in the *Labour Gazette*. Both of these index numbers were based upon prices in 1913 as 100. The index number calculated by the department covering the period 1890 to date (based upon prices 1890-1899 as 100) is now, therefore, published only in summary form in order to afford comparison with the earlier years. The publication of this will be discontinued when the Dominion Statistician has carried the new "weighted" number back for years prior to 1913. In 1924 the Dominion Statistician published a second report carrying the new "weighted" index number back as far as 1913. Other index numbers of wholesale prices in Canada calculated by Professor H. Michell, the Canadian Bank of Commerce, and the United States Federal Reserve Board, are given in summary form each quarter in the *Labour Gazette*.

Statistics as to the movements of prices in other countries have been published in the *Labour Gazette* as in previous years, the considerable development of statistical work of this nature in nearly all countries having increased the amount of information available.

The statistics of prices and cost of living have been used to a considerable extent in the adjustment of wages, while in some cases employers and employees have agreed to adjust wage rates from time to time according to the cost of living statistics in the *Labour Gazette*.

In the coal mining district of Vancouver island the operators and the miners agreed to continue the arrangement made at the end of 1918, whereby the changes in the cost of living were ascertained every three months by a commission and a corresponding change in wages effected. Such adjustments in wages are in the nature of a flat increase (or decrease) for all classes of employees, including the clerical and office staffs.

CHANGES IN THE COST OF LIVING IN CANADA FROM 1913 TO 1924

(Percentages of increase in cost by groups over 1913)

Date	Food	Fuel	Rent	Clothing	Sundries	All
Dec. 1914.....	8	2*	8*	10	.....	2
Dec. 1915.....	11	3*	16*	25	5	4
Dec. 1916.....	38	10	14*	43	10	19
Dec. 1917.....	67	34	6*	67	45	43
Dec. 1918.....	86	63	2	98	60	61
Dec. 1919.....	101	66	17	134	80	79
July 1920.....	130	91	34	160	90	101
Dec. 1920.....	102	118	39	135	90	92
Mar. 1921.....	80	109	39	95	87	77
June 1921.....	52	97	43	73	81	63
Sept. 1921.....	61	89	44	67	70	62
Dec. 1921.....	50	87	45	58	66	56
Mar. 1922.....	44	81	45	55	64	53
June 1922.....	39	79	46	55	64	51
Sept. 1922.....	40	90	47	55	64	53
Dec. 1922.....	42	87	46	55	64	53
Mar. 1923.....	47	90	47	55	64	55
June 1923.....	39	82	47	55	64	52
Sept. 1923.....	42	83	47	55	64	53
Dec. 1923.....	46	85	46	55	64	54
March 1923.....	44	81	46	55	64	53

*Decrease.

V. LABOUR GAZETTE

The *Labour Gazette* was published regularly during the fiscal year in English and French, the combined average paid-up monthly circulation of the two editions having been approximately 8,000 copies. In addition to the individual subscriptions received for the *Labour Gazette*, a number of the chartered banks and employers of labour in various parts of the Dominion subscribed for certain of their officials and several local labour bodies subscribed for all their members. Besides the paid circulation, copies were supplied gratuitously to public libraries, boards of trade, labour organizations, government departments, newspapers, trade journals (both at home and abroad), as well as to certain persons from whom the department seeks information from time to time. The average monthly distribution of complimentary copies of the English and French editions was 4,400, making a total monthly average circulation for the fiscal year of 12,400 copies. Many applications for sample copies were received, and these were filled so far as circumstances would permit.

The *Labour Gazette* constitutes the medium of publication of the official record of all proceedings under the Industrial Disputes Investigation Act, 1907, including the full text of all reports of Boards of Conciliation and Investigation established under the Act. It contains also complete or summarized reports of proceedings of official commissions, employers' and workers' conventions, and international and other important conferences held in Canada and other countries on subjects of interest to labour. Among other regular features the *Labour Gazette* contains in condensed form information concerning industrial disputes and agreements, fluctuations in employment, changes in wages and hours of labour and other working conditions, the course of wholesale and retail prices in Canada and other countries, fatal industrial accidents, and technical education, while many other subjects are dealt with in special articles. In order that information with respect to Canada may be as comprehensive as possible, the department maintains correspondents in some sixty-four industrial centres in the Dominion. Important legal decisions affecting labour are either quoted in full or summarized, while other typical cases receive brief mention. Among the outstanding legal decisions treated in special articles during the fiscal year were a judgment of the Judicial Committee of the Privy Council respecting the employment of orientals in lumber camps of British Columbia, judgments respecting the validity of the Industrial Disputes Investigation Act, 1907, a judgment delivered at Winnipeg respecting the legal status of trade unions which was subsequently reversed on appeal, and a judgment of the United States Supreme Court concerning the validity of the Act establishing the Kansas Court of Industrial Relations. Summaries were published of new labour and social legislation enacted in Canada, Great Britain, the United States and other countries. The proceedings of the International Labour Organization (League of Nations) and the action arising therefrom in various countries are also noted from time to time.

Among the special articles appearing in the *Labour Gazette* during the year may be mentioned an account of changes in the cost of living in Canada and other countries from 1913 to 1922, a comparative review of workmen's compensation laws in the various provinces, summaries of various reports of the United States Coal Commission, and an account of the Federal-Provincial Conference relative to obligations of Canada under the labour sections of the Peace Treaties.

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Supplements to the *Labour Gazette* were issued during the fiscal year as follows: the Second Report of Proceedings of the Canadian Railway Board of Adjustment No. 1, from September 1, 1920, to September 30, 1923, and the Report of the Royal Commission appointed to inquire into the industrial unrest among the steel workers at Sydney, N.S.

In the preparation and indexing of Volume XXIII of the *Labour Gazette*, which covers the calendar year 1923, care has been taken to present material in concise form in order both to facilitate the work of reference and to effect economy in the matter of space. During the year it was found necessary to have reprints of certain articles of unusual industrial interest. These included reports on "Action of Various Countries on Draft Conventions and Recommendations of International Labour Conference," "Factory Legislation in Canada," "Trade Union Membership in Canada," "Proposed Amendments of Industrial Disputes Investigation Act," "Federal-Provincial Conference Relative to Obligation of Canada under Labour Sections of Peace Treaties," "Canadian Railway Board of Adjustment No. 1 (Report of Proceedings from September 1, 1920, to September 30, 1923)," "International Conference of Labour Statisticians," "Fifth Session of the International Labour Conference," and "Canadian Laws Governing the Employment of Women"; also reprints and revision to bring up to date articles on "Workmen's Compensation in Canada (A Comparison of Provincial Laws as Existing in 1923)" and "Minimum Wages for Female Employees in Canada."

In addition to the work in connection with the publication of the *Labour Gazette*, there was prepared in this branch a compilation of labour legislation enacted by the Dominion and provinces during 1923 and a compilation of fatal industrial accidents that occurred in Canada in 1923. Information with reference to various matters dealt with in the *Labour Gazette* was also supplied on request, particularly with regard to labour legislation and industrial accidents.

The *Labour Gazette*, being an official publication, is frequently used as a source of authoritative information on the matters with which it deals. The journals named below are among those which, during the year, reprinted, in whole or in part, original articles appearing in the *Labour Gazette*. The following list is not exhaustive and does not include references to the monthly and quarterly statistical articles on employment, prices, industrial accidents, etc.: *International Labour Review*, *Industrial and Labour Information*, *United States Monthly Labour Review*, *Weekly News Summary* (U. S. Department of Labour), *Industrial News Survey*, *The Queensland Industrial Gazette*, *Western Australia Industrial Gazette*, *Industrial Welfare*, *Social Welfare*, *Nova Scotia Industrial Safety News*, *Current Opinion*, *The Labour Press Service*, *The Painter and Decorator*, and the *International Brotherhood of Blacksmiths, Drop Forgers, and Helpers' Monthly Journal*.

FATAL INDUSTRIAL ACCIDENTS IN CANADA IN 1923

The Department of Labour maintains a record of fatal accidents occurring to workmen in the course of their employment, collected from provincial Workmen's Compensation Boards, Factory and Mine Inspectors, the Board of Railway Commissioners, the press and other sources. This record is published quarterly in the *Labour Gazette*, with an annual summary, in order to illustrate the hazards connected with specific employments.

Among the sources from which reports of industrial fatalities were received during the year may be mentioned the following: for Canada, the Board of Railway Commissioners and the Explosives Division of the Department of

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Mines, Ottawa; for Nova Scotia, the Workmen's Compensation Board and the Department of Public Works and Mines; for New Brunswick, the Workmen's Compensation Board; for Quebec, the Department of Public Works and Labour, and the Bureau of Mines; for Ontario, the Factory Inspector, the Workmen's Compensation Board, the Ontario Railway and Municipal Board, the Algoma Central and Hudson Bay Railway, the Algoma Steel Corporation, Limited, and the Lake Superior Paper Company; for Manitoba, the Bureau of Labour and the Workmen's Compensation Board; for Saskatchewan, the Bureau of Labour; for Alberta, the Workmen's Compensation Board; and for British Columbia, the Department of Mines and the Workmen's Compensation Board.

The records of the department show 1,412 fatalities as the result of industrial accidents in 1923, as compared with 1,128 in 1922. Sixteen deaths occurred among Canadian workmen engaged in industry at points outside of Canada. The highest record, 508 fatalities, was in the province of Ontario; British Columbia came next with 316; Quebec had 184; Nova Scotia, 111; Alberta, 81; Saskatchewan, 72; New Brunswick, 57; Manitoba, 56; Prince Edward Island, 9; and for the Yukon District and North West Territories there was only one reported. In the quarters ending August and December the record was higher than for the first and second quarters of the year, the highest record being shown in the last quarter with 379 deaths reported, which was five more than in the previous quarter.

There were 372 deaths, or 26.4 per cent of the total fatalities reported for 1923, in the transportation and public utilities group. In 1922, 319 deaths, or 28.6 per cent of the total industrial fatalities were reported in this group. Of the 372 deaths, 168, or 11.9 per cent, occurred in the steam railway service and 100, or 7.1 per cent, in water transportation. There were 97 deaths in the steam railway service through being struck by, run over, or crushed by or between cars and engines, 28 were due to derailments and collisions, and 25 to falls from cars and engines. On a basis of 165,635 employees in the steam railway service in 1922, as reported by the Dominion Bureau of Statistics, the figures show a fatality record of slightly over one per thousand employees, while in 1922 the record of 143 deaths was slightly below that ratio. (Maintenance-of-way men and car inspectors are included in the steam railway figures for 1923, but railway carpenters and car repairers in railway shops and on trains are included in the iron, steel and products section of the "manufacturing" group, there being 14 of these workmen reported.) In the manufacturing group there were 198 deaths, or 14 per cent of the total fatalities reported for the year, as compared with 164 in the previous year. Machinery and its connections accounted for 56 deaths and electricity for 15. In the mining, non-ferrous smelting and quarrying group there were 187 deaths, or 13.3 per cent of the total fatalities reported. Of these 113 were in the coal mining industry, falls of rock, stone, etc., and cave-ins accounting for 48. There were 35 deaths in the group caused by explosions, 33 being recorded as due to an explosion at a mine in Cumberland, B.C., on February 8; 19 deaths were caused by mine and quarry cars. In the logging industry 195 fatalities were reported, this being 13.8 per cent of the total. Falling trees, branches, etc., were responsible for 78 deaths, and drownings for 39 in this group. In agriculture the fatalities reported numbered 129, or 9.1 per cent of the total, 46 being due to horses kicking, bolting, etc., and 9 to being gored by bulls. The record of all the industries shows 92 deaths due to machinery and its connections, 55 due to hoisting apparatus, 207 due to dangerous substances (including steam escapes, boiler explosions and compressed air, 16; explosive substances, 85; electricity, 42; and gas, fumes, etc., 25). There were 220 deaths caused by falling objects, 184 by falls of persons, 147 by drowning, 66 by animals, and

54 while handling objects. (A table giving fuller particulars as to the causes of these accidents is given in the *Labour Gazette* for March, 1924, and in the quarterly statements published in the issues of May, August and November, 1923, and of February, 1924. Sixteen fatalities have since been added, as later reports show that the workmen in these cases died as the result of injuries sustained in 1923.)

The following tables show the fatal industrial accidents reported to the department by industries, months and provinces:—

TABLE I.—FATAL INDUSTRIAL ACCIDENTS DURING 1923, BY MONTHS
(Revised Figures)

Industry or Trade	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total	Per cent of total
Agriculture	6	3	3	8	14	12	16	12	13	18	16	8	129	9.1
Logging	17	10	14	21	25	18	15	15	5	16	26	13	195	13.8
Fishing and Trapping			6	1	5	1	4	1		2	8	1	29	2.1
Mining, Non-Ferrous Smelting and Quarrying	11	41	11	8	22	15	19	6	10	17	16	11	187	13.3
Metalliferous mining.....	3	1			7	3	6	2	2	5	8	3	40	2.9
Coal mining.....	8	36	9	5	13	7	9	3	6	10	3	4	113	8.0
Non-metallic mineral mining and quarrying, n.e.s.....		3	2	1	1	3	2	1	1	2	5	4	25	1.8
Clay products and structural materials, n.e.s.....		1		2	1	2	2		1				9	0.6
Manufacturing	17	14	18	10	13	14	15	15	18	24	21	19	198	14.0
Vegetable foods, drinks and tobacco.....	2	1	2		2	1	1	2	2		1		14	1.0
Animal foods.....	1		1		1		1	3	1	3	1	1	13	0.9
Textiles.....	1	1				1		1	1		1	3	9	0.6
Leather, fur and products.....	1		1				1	1					4	0.3
Rubber goods.....					2						1		4	0.3
Pulp, paper and paper goods.....	3	2	3			5	2	1	1	1	3	3	24	1.7
Printing and publishing.....	1	1			1	1							2	0.1
Saw and planing mills.....	1	2	5		2	3	1	3	1	7	6	7	38	2.7
Wood products.....	2	1		1	2	1	1						8	0.6
Iron, steel and products.....	6	4	4	5	2	1	7	2	12	12	8	3	66	4.7
Non-ferrous metal products.....				1								2	3	0.2
Chemical and allied products.....			1	2	2		1	2		1			9	0.6
Miscellaneous industries.....		1	1	1		1							4	0.3
Construction	5	11	7	10	10	19	22	25	16	15	17	20	177	12.5
Buildings.....		8	1	1	2	4	6	11	7	10	8	11	69	4.9
Railway construction.....		1	2	4	3	3	7	5	3	1		2	31	2.2
Shipbuilding.....	1		1		1							1	4	0.3
Miscellaneous construction.....	4	2	3	5	4	12	9	9	6	4	9	6	73	5.1
Transportation and Public Utilities	30	36	21	36	24	25	28	42	36	40	23	31	372	26.4
Steam railways.....	13	17	19	25	12	7	10	22	7	10	10	16	168	11.9
Street and electric railways.....	2	3				3	1		2		1	1	13	0.9
Water transportation.....	12	2	2	1	1	8	6	7	20	22	6	13	100	7.1
Air transportation.....							2		3				5	0.4
Storage and local transportation.....	1	1		8	6	4	6	2	2	4	5	1	40	2.8
Telegraph and telephones.....		1			3	1		1	2				8	0.6
Public utilities, n.e.s.....	2	12		2	2	2	3	10		4	1		38	2.7
Trade	2	1	2	6	2	2	3	1	1	3		1	24	1.7
Wholesale.....	2			3					1	1			7	0.5
Retail.....		1	2	3	2	2	3	1		2		1	17	1.2
Service	4	4	4	4	5	10	3	15	3	2	2	5	61	4.3
Public and municipal.....	2		2	1	5	7	2	3	1	2		2	27	1.9
Recreational.....		2				2		1					5	0.4
Laundering and dyeing.....		1											1	0.1
Domestic and personal.....	2	1	2	3		1	1	11	2		2	3	28	1.9
Miscellaneous	4	1	5	2	8	1	5	5	5	2	1	1	40	2.8
Totals	96	121	91	106	128	117	130	137	107	139	130	110	1,412	100

* Including 33 miners killed in an explosion at Cumberland, B.C.

† Including 11 seamen drowned at Pachena Point, B.C., during a storm.

‡ Including 10 employees at gas works, Toronto, Ont., asphyxiated when a workman overlooked closing a valve.

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TABLE II.—FATAL INDUSTRIAL ACCIDENTS IN CANADA, BY PROVINCES AND INDUSTRIES

Industry	1923 (Revised Figures)											1922 (Revised Figures)										
	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Yukon and N.W.T.	Total	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.	Total
Agriculture.....	1	3	1	5	53	12	32	15	7	.....	129	2	4	3	8	26	5	13	3	1	.....	65
Logging.....	4	12	13	49	4	3	8	102	.....	.....	195	.....	3	13	15	54	3	.....	1	64	.....	153
Fishing and Trapping.....	1	*13	.....	1	.....	.....	.....	114	.....	.....	29	.....	4	2	.....	7	3	.....	2	.....	.....	20
Mining, Non Ferrous Smelting and Quarrying.....	43	3	17	31	.....	3	21	69	.....	.....	187	.....	26	2	16	37	3	1	36	49	.....	170
Metalliferous mining.....	.....	.....	.....	.....	23	.....	.....	17	.....	.....	40	.....	.....	.....	1	23	.....	.....	13	.....	.....	37
Coal mining.....	41	.....	.....	.....	.....	1	21	50	.....	.....	113	.....	25	1	.....	.....	1	.....	35	.....	.....	97
Non-metallic mineral mining and quarrying, n.e.s.....	2	2	16	3	.....	.....	1	.....	1	.....	25	.....	1	1	12	3	3	.....	1	.....	.....	22
Clay products and structural materials, n.e.s.....	.....	.....	1	1	5	.....	1	.....	1	.....	9	.....	.....	.....	3	11	.....	.....	.....	.....	.....	14
Manufacturing.....	7	13	23	111	5	3	7	29	.....	.....	198	.....	9	9	28	97	7	1	4	9	.....	164
Vegetable foods, drink and tobacco, animal foods.....	.....	.....	2	12	.....	.....	.....	.....	.....	.....	14	.....	.....	.....	.....	7	1	1	.....	.....	.....	10
Textiles.....	.....	.....	2	6	1	.....	1	.....	3	.....	13	.....	1	.....	.....	7	.....	.....	1	.....	.....	9
Clothing, n.e.s.....	.....	.....	1	.....	8	.....	.....	.....	.....	.....	9	.....	.....	.....	.....	3	.....	.....	.....	.....	.....	3
Leather, fur and products.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	4	.....	.....	.....	2	1	.....	.....	.....	.....	.....	1
Rubber goods.....	.....	.....	1	3	.....	.....	.....	.....	.....	.....	4	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	3
Pulp, paper and paper goods.....	.....	.....	1	18	.....	.....	.....	.....	2	.....	24	.....	1	2	3	14	.....	.....	.....	.....	.....	20
Printing and publishing.....	.....	.....	1	1	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	2	.....	.....	.....	.....	.....	3
Saw and planing mills.....	1	8	1	9	1	.....	1	.....	17	.....	38	.....	2	5	9	20	1	.....	7	.....	.....	44
Wood products.....	.....	.....	1	6	.....	.....	.....	.....	.....	.....	8	.....	.....	.....	.....	5	1	.....	.....	.....	.....	7
Iron, steel and products.....	6	2	8	38	3	3	3	.....	3	.....	66	.....	5	2	6	22	4	.....	2	.....	.....	42
Non-ferrous metal products.....	.....	.....	1	2	.....	.....	.....	.....	.....	.....	3	.....	.....	.....	.....	2	.....	.....	.....	.....	.....	2
Non-metallic mineral products.....	.....	.....	2	4	.....	.....	.....	.....	1	.....	9	.....	.....	.....	5	3	.....	.....	.....	.....	.....	4
Chemical and allied products.....	.....	.....	1	1	.....	.....	.....	.....	2	.....	4	.....	.....	.....	.....	3	.....	.....	.....	.....	.....	8
Miscellaneous industries.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	4	.....	.....	.....	1	4	.....	.....	.....	.....	.....	5
Construction.....	4	6	3	42	80	6	6	8	22	.....	177	1	7	4	27	75	11	1	4	16	.....	146
Buildings.....	3	2	.....	20	30	1	1	5	7	.....	69	1	5	1	18	24	2	.....	3	2	.....	56
Railway construction.....	.....	1	2	4	14	2	2	.....	.....	.....	31	.....	.....	.....	2	15	1	.....	1	.....	.....	24
Shipbuilding.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Miscellaneous construction.....	1	3	1	18	35	3	3	1	8	.....	73	.....	2	1	7	35	8	.....	12	.....	.....	65
Transportation and Public Utilities.....	3	23	21	57	150	22	16	17	62	1	372	3	16	13	46	155	20	17	13	36	.....	319
Steam railways.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	143
Street and electric railways.....	2	6	113	23	71	13	12	9	19	.....	168	2	7	9	16	59	15	14	7	14	.....	143
Water transportation.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	13	.....	.....	.....	.....	2	.....	.....	.....	.....	.....	8
Air transportation.....	1	**16	5	14	123	2	2	.....	37	.....	100	1	35	4	17	47	1	1	.....	8812	.....	88
.....	.....	.....	.....	5	.....	.....	.....	.....	.....	.....	5	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	1

TABLE II.—FATAL INDUSTRIAL ACCIDENTS, ETC.—*Continued*

Industry	1923 (Revised Figures)											1922 (Revised Figures)											
	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Yukon and N.W.T.	Total	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.	Total	
Transportation and Public Utilities.—(Continued)																							
Storage or local transportation.....		1	3	9	16	1	2	4	3	1	40			3	6	17	2	2	4	6		40	
Telegraph and telephones.....				2	5				1		8					13			1	2		13	
Public utilities, n.e.s.....				4	27	3			2		38			1	5	13	1		1	2		26	
Trade		3	1	5	7	1	3	1	3		24			1	4	2	7		1	3		18	
Wholesale.....			1	3	1		1		1		7			1	3	1	7			2		14	
Retail.....		3		2	6	1	2	1	2		17				1	1			1	1		4	
Service		1	2	15	27	5	5	2	4		61				7	17	1	1	8	7	1	42	
Public and municipal.....				6	12	2	3	1	3		27				5	14			6	2	1	28	
Custom and repair.....																1					1	1	
Recreational.....		1		1	2				1		5								1			1	
Laundry and dyeing.....					1						1					1	1					2	
Personal.....			2	8	12	3	2	1			28				2	1		1	1	5		10	
Miscellaneous.....		7	3	8	6	2	1	3	10		40			5	4	6	3	2	2	6		31	
Totals.....	9	111	59	185	514	57	72	82	322	1	1,412	6	75	54	155	478	56	36	74	193	1	1,128	

* Including 6 fishermen drowned in North Atlantic on March 7, and 1 at Portland, Me., on Oct. 30.

† Including 1 fisherman drowned at Seward, Alaska, on May 31.

‡ Including 1 railway fireman killed in a collision at Island Pond, Vt., U.S.A. on April 1.

§ Including 3 firemen on steamer, Delaware River, U.S.A., killed by explosion of boiler on October 11 and 2 sailors drowned at sea off New York, on October 5.

|| Including a deckhand and a watchman who fell into the hold of vessels at Buffalo, N.Y., on September 11, and November 1 respectively.

§ Including a mate on steamer at Tacoma, Wash.

§§ Including a winchman on steamer in Newfoundland.

VI. COMBINES INVESTIGATION ACT

The Combines Investigation Act, 1923, chapter 9, 13-14 George V, which became law on June 13, 1923, was, by P.C. 1483, August 14, 1923, placed under the Minister of Labour for general administration. By P.C. 1693 of August 25, 1923, Mr. Harry Hereford was appointed, under section 4 of the Act, Registrar of the Combines Investigation Act, 1923, the position to be held in conjunction with the position of Industrial Engineer in the Department of Labour already held by him.

At the close of the fiscal year 1923-24 the Combines Investigation Act had been in operation for a little over seven months; during this period various inquiries and representations were received in the Department of Labour relative to the Act, but no formal applications, in accordance with section 5 of the statute, were received. The fact that no formal applications were filed does not perhaps measure the value of the Act; no doubt, quite apart from any proceedings, there is value in the moral effect which the enactment of this law has had upon business in general through the instrument which has been placed at the disposal of the public for its own protection against combines of a detrimental nature.

The following is a classified list of representations and inquiries which have reached the department:—

Inquiries Relating to Food.

Potato Combine in New Brunswick.—Inquirer later stated that threat of investigation under the Act had effect of removing conditions of which complaint had been made.

Bread.—Complainant refused to make formal application for investigation, and informal investigation by Registrar disclosed fact that complainant was mainly concerned in embarrassing a firm from whose employ he had been discharged.

Bread.—Complaint that wholesaler refused to sell to retailer. Advised that Act did not specifically apply.

Canned Goods.—Preliminary inquiry made by Registrar and complainant invited to make formal application, but failed to do so.

Confectionery.—Inquiry regarding possibility of taking action *re* revoking patent if inquirer's statement proved that certain wrapping material was obtainable only from United States sources.

Fruit.—Inquirer complained of a fruit trust in Canada, but did not make formal application for investigation nor supply any definite information, although invited to do so.

Fruit and Vegetables.—Complaint received *re* condition existing in the western provinces regarding the marketing of British Columbia fruit. Inquiry initiated and still proceeding.

Fruit and Vegetables.—Complaint that produce merchants of Vancouver refused to supply dealers with citrous fruits or bananas unless they also took large quantities of American apples. Investigated by Vancouver officer of department, who reported that alleged condition was non-existent.

Sugar.—Correspondent sought opinion and guidance with reference to the sale of sugar, and was informed that situation did not come within the scope of the Act.

Wholesale Groceries.—Inquiry as to method of proceeding against certain manufacturers who objected to supplying complainant. Advised that Act was not specifically applicable to subject-matter of inquiry.

Inquiries relating to Footwear, etc.

Inquiry regarding sale of goods under fixed resale price agreements. Result: no agreement found to exist.

Complaint regarding shoe machinery company. Complainant requested to make formal application, but failed to do so.

Inquiries relating to Gasolene.

Complaint that a certain vendor refused to sell on account of retailer cutting prices. No formal application for investigation received.

Inquiries relating to Iron, Steel, Tools, etc.

Various inquiries for information from foundries, metal brokers, etc.

Inquiries relating to Leather.

Complaint as to combine. Complainant refused to make formal application.

Inquiries relating to Printing.

Inquiry for general information.

Inquiries relating to Plumbing Supplies.

Two complaints as to combine. Informal investigation by department resulted in wholesalers ceasing practices of which complaint had been made and complainants therefore decided not to make formal application.

Miscellaneous inquiries as to functions of the Act, method of making applications, etc., from lawyers, merchants, manufacturers, and others.

In addition, investigations of a preliminary nature were initiated as a result of representations received in connection with the following matters:—

Representation that boot and shoe manufacturers and jobbers had entered into resale price-fixing agreements with retailers was investigated, with the result that the complaint was found to be unjustified.

Representations that certain wholesale dealers in plumbing supplies had organized a combine to prevent certain plumbers from obtaining supplies was investigated, with the result that wholesalers signified their willingness to supply complainants. Complainants stated that they were satisfied with the result of the departmental intervention and did not deem it necessary to make formal complaint. (This matter was not brought to a conclusion until a few days after the close of the fiscal year, but it is thought advisable to state the result in this report.)

Representations regarding conditions said to exist in connection with the marketing of British Columbia fruit and vegetables referred to above were being inquired into at the close of the fiscal year, and in due course a commissioner was appointed by Order in Council under section 10 of the Act to investigate an alleged combine.

VII. THE EMPLOYMENT SERVICE BRANCH

The present statement is the sixth annual report of the Employment Service Branch, being for the fiscal year ended March 31, 1924. This branch functions in co-operation with the various provincial government branches which conduct employment offices, and the whole organization is designated the "Employment Service of Canada."

AGREEMENTS WITH THE PROVINCES

The Employment Offices Co-ordination Act (8-9 George V, chapter 21), an act "to aid and encourage the organization and co-ordination of employment offices," provides, in section 6 (in part) that "the payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the minister and the government of the province as to the terms, conditions and purposes within the meaning of this Act upon and for which the payments are to be made and applied." Accordingly, agreements were concluded with all of the provincial governments, except that of Prince Edward Island. This list of signatory authorities differed from that of the previous year in one important detail. The Government of New Brunswick, on July 1, 1923, for the first time signed on a provincial basis, and, consequently, the agreements with the three municipalities in that province, namely, Chatham, Moncton and St. John, which had previously been parties to agreements with the Federal Government under the Act, were allowed to lapse.

The terms and conditions embodied in the agreements, which were uniform throughout, contained no material change from those of the previous year. The sum of money provided by Parliament for distribution to the provinces, however, showed a reduction of \$50,000 from the amount provided for the fiscal year 1922-23. The appropriation of \$200,000 enabled the payment to the provinces of 42.8 per centum of their expenditures on maintenance and operation of employment offices. In addition to the subventions, the forms commonly used throughout the various offices were supplied by the Department of Labour to the provinces. Table No. 1 on page 82 gives in detail the amounts paid to the various provinces, with the totals divided under the different items which are considered legitimate expenditures under the Act.

In addition to the aforementioned or main agreements, supplementary agreements were entered into with certain of the provinces for the purpose, as stated in the instrument itself, "of endeavouring to find suitable work for employable handicapped ex-service men." The taking over of this special activity by the Employment Service from the Department of Soldiers' Civil Re-establishment, under whose direction it was formerly conducted, was in line with the recommendations of the Employment Service Council of Canada and the Ralston Commission on Pensions and Re-establishment.

Each province signing this additional undertaking agreed to endeavour to find, through the medium of the existing offices of the Employment Service of Canada, employment for partially disabled veterans of the Great War, while the Department of Labour, on its part, undertook to reimburse the provinces in full for such additional expenditures as might be necessitated by the accordance of especial attention to this phase of employment work. During the year four of the provinces, Alberta, Manitoba, New Brunswick, and Saskatchewan, signed the supplementary agreement, while Nova Scotia, under a previous agreement with the Department of Soldiers' Civil Re-establishment, also gave added facilities to handicapped ex-service men seeking employment.

LOCATION OF EMPLOYMENT OFFICES

Every office of the Employment Service offers facilities for both men and women, in all occupations, who are seeking work, and for employers seeking any sort of help. Obviously, it is neither practicable nor advisable to segregate the various functions of the offices at all centres, but when the volume of work warrants it, and where the population to be served is of sufficient magnitude, such division of functions is made, and men's and women's skilled and unskilled, farm, factory and domestic, etc., divisions are separately operated. On the prairies, when farm labour is in brisk demand, it is common custom, particularly in Saskatchewan, to operate temporary offices. These are not included, however, in the list below.

At the beginning of the year offices were conducted at 69 centres, but at the close of the year this number had been reduced to 67. One new office, located at Penticton, B.C., was opened during the year; the offices at Amherst, N.S., The Pas, Man., and MacLeod, Alberta, were closed.

The list of centres where offices were located at March 31, 1924, follows:—

Nova Scotia (three centres).—Halifax, New Glasgow, Sydney.

New Brunswick (three centres).—Chatham, Moncton, St. John.

Quebec (five centres).—Hull, Montreal, Quebec, Sherbrooke, Three Rivers.

Ontario (twenty-five centres).—Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton, Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa, Pembroke, Peterboro, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Sudbury, Timmins, Toronto, Windsor.

Manitoba (four centres).—Brandon, Dauphin, Portage la Prairie, Winnipeg.

Saskatchewan (nine centres).—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta (five centres).—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

British Columbia (thirteen centres).—Cranbrook, Fernie, Kamloops, Nanaimo, Nelson, New Westminster, Penticton, Prince George, Prince Rupert, Revelstoke, Vancouver, Vernon, Victoria.

For the purpose of co-ordinating the efforts of the various local offices, and to enable the transfer of any kind of labour from districts over supplied to those where a dearth exists, Clearing Houses have been established at eight centres throughout Canada. Those for provincial clearance, operated by the provincial governments as part of the Employment Service of Canada, are situated at: Montreal, Toronto, Winnipeg, Regina, Edmonton and Vancouver. Those for interprovincial clearance operated by the Department of Labour in the interests of the Employment Service of Canada are: Eastern Clearing House, Ottawa; Western Clearing House, Winnipeg.

STAFF

At the close of the previous fiscal year, the personnel of the Employment Service totalled 272. This number was distributed among the various component authorities as follows: Nova Scotia, 9; New Brunswick (municipalities), 8; Quebec, 25; Ontario, 91; Manitoba, 29; Saskatchewan, 26; Alberta, 24; British Columbia, 33; Federal Government at Ottawa, 23, and at Winnipeg, 4.

On March 31, 1924, the total number of employees stood at 274, 20 of whom were employed by the Federal Government, which had 3 situated at

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Winnipeg and 17 at Ottawa. The provincial staffs were made up as follows: Nova Scotia, 11; New Brunswick, 7; Quebec, 29; Ontario, 96; Manitoba, 30; Saskatchewan, 26; Alberta, 22; British Columbia, 33. Under the supplementary agreement above referred to, Manitoba had added two employees to deal with employment activities on behalf of handicapped ex-service men, while Nova Scotia, in pursuance of the agreement with the Department of Soldiers' Civil Re-establishment, had three additional employees for the same purpose. Apart from the federal staff, where reductions were carried out, the changes in the working force of the Employment Service represented the additions and diminutions consequent on closing offices, increased activity, etc.

CONFERENCES

The Employment Service Council of Canada, a body advisory to the Minister of Labour and composed of representatives of the various parties to the agreements, as well as representatives of the railways and organized labour and employers, held its fifth annual meeting at Ottawa on June 14 and 15, 1923. On June 19, 1923, a committee, named by the council for the purpose, met with representatives of the railways in order to discuss certain phases of the movement of labour within Canada. In addition to the above, the executive of the council met twice, namely, June 28, 1923, and January 22, 1924, to advise with the Minister of Labour on Employment Service work.

EMPLOYMENT STATISTICS

Statistical information covering the field of employment is published monthly in the *Labour Gazette* and includes daily reports from employment offices, monthly trade union reports, monthly reports from employers and reports of building permits, the two latter being compiled by the Dominion Bureau of Statistics in accordance with the "Statistics Act, 1918."

Daily reports from all the offices of the Employment Service throughout Canada show the number of orders for workers received in each industry, the number of applications from workers for employment, and the number of placements made in each industry.

Reports from trade unions throughout the country show the number of members in each union, and the number of members out of work or working on short time, reflecting in a measure the state of employment in the more skilled trades. These reports are received monthly from approximately 1,500 labour organizations with an aggregate membership of about 150,000 persons.

STATISTICAL REPORT OF EMPLOYMENT OFFICES

During the year 1923-24 the number of applications for employment reported by the offices of the Employment Service of Canada was 597,783, of which 480,894 were from men and 116,889 from women. During the previous fiscal year applications for employment numbered 547,377.

Employers notified the Service of 545,517 opportunities for employment, of which 438,390 were for men and 107,127 for women. The Service received notification of 489,816 vacancies during the preceding fiscal year. Placements effected by the Service during the fiscal year numbered 468,815, of which 347,482 were in regular employment and 121,333 in casual employment, that is, work of a duration of one week or less. The number of men placed in regular employment was 310,141, and of women, 37,341, while of the placements in casual work 73,254 were of men and 48,079 of women. During the fiscal year 1922-23 the number of placements was 412,527, of which 300,982 were in regular employment and 111,545 in casual work.

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The tables on pages 83, 84 and 85 show (Table No. 2) applications, (Table No. 3) vacancies, and (Table No. 4) placements in regular and casual employment as reported by the offices of the Employment Service in the various provinces, during the fiscal year; a statement of vacancies and placements by industrial groups during the same period is also given (Table No. 6).

LABOUR MOBILITY

While the offices of the Service are located at the points of chief industrial activity, the facilities afforded are not only utilized locally, but each office supplies a considerable number of workers to the contiguous districts. Out of the total of 468,815 placements effected, 228,087 were made outside of the centres in which offices are situated.

Since 1919, the railways have accorded to bona fide applicants at the Employment Service, who may desire to travel to distant employment for which no workers are available locally, a concession involving a reduced fare. This privilege is effective on the following railroads: Canadian National, Canadian Pacific, Dominion Atlantic, Kettle Valley, Michigan Central, Pacific Great Eastern, Quebec Central, Temiskaming and Northern Ontario, and the Wabash. The reduced rate is for a second-class fare, obtainable on the surrender of a certificate secured from the Employment Office, at a rate of 2.70 cents per mile. A minimum fare of four dollars is stipulated so that a person travelling to employment at a distance where the reduced rate does not amount to the minimum is not able to derive the benefit therefrom. Table No. 5 on page 83 gives details regarding the use of this certificate. As will be seen in the table, during the year, 47,564 persons were by this means aided in securing employment.

TABLE No. 1—Federal Subventions to each province showing distribution of payments among the different items of expense accepted as proper maintenance expenditures under the agreement.

	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Canada
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Salaries.....	4,616 97	4,881 21	13,397 02	51,338 35	15,985 28	16,649 94	13,421 40	21,306 58	141,596 75
Travelling expenses...	131 03	45 64	234 66	1,126 74	147 34	1,053 69	797 50	442 17	3,978 77
Rental and janitors...	1,618 87	856 85	1,422 64	10,319 84	4,279 18	4,503 62	3,284 33	4,342 63	30,628 46
Heat.....	96 79	22 68	628 91	660 69	55 95	91 27	31 92	63 98	1,652 19
Light.....	52 66	30 41	187 60	274 16	113 91	65 54	61 67	106 85	892 80
Water.....	14 98	2 57	7 70	30 63	8 17	9 52	3 27	.....	76 84
Office supplies and ex- penses.....	108 98	156 06	560 03	1,543 49	802 34	696 38	434 87	1,438 01	5,740 16
Telephones.....	342 38	164 08	254 33	2,377 88	1,037 41	760 05	1,538 04	1,017 76	7,491 93
Telegrams.....	89 92	46 93	152 68	726 92	93 93	260 55	275 34	462 84	2,109 11
Postage, freight ex- penses and cartage...	95 21	39 25	106 84	679 47	345 83	504 19	180 49	279 32	2,230 60
Advertising.....	211 72	67 24	129 37	25 51	4 49	311 85	111 07	191 16	1,052 41
Repairs and altera- tions.....	42 43	.....	.....	.....	105 40	245 16	617 39	614 53	1,624 91
Unrefunded advances for transportation...	.....	.....	.....	.....	37 66	.....	.....	.....	37 66
Employment Service Councils.....	.....	.....	.....	887 41	.....	.....	.....	.....	887 41
Totals.....	7,421 94	6,312 92	17,081 78	69,991 09	23,016 89	25,151 76	20,757 79	30,265 83	200,000 00

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TABLE No. 2—Applications for employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1923-March, 1924 (inclusive).

Province	Men	Women	Total
Nova Scotia.....	10,899	3,119	14,018
New Brunswick.....	8,451	3,159	11,610
Quebec.....	32,214	6,786	39,000
Ontario.....	171,757	52,206	223,963
Manitoba.....	54,976	24,160	79,136
Saskatchewan.....	78,273	7,864	86,137
Alberta.....	54,532	8,218	62,750
British Columbia.....	69,792	11,377	81,169
Canada.....	480,894	116,889	597,783

TABLE No. 3—Vacancies in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1923-March, 1924 (inclusive).

Province	Men	Women	Total
Nova Scotia.....	9,229	2,988	12,217
New Brunswick.....	8,061	3,266	11,327
Quebec.....	16,405	5,833	22,238
Ontario.....	167,989	44,838	212,827
Manitoba.....	41,128	22,021	63,149
Saskatchewan.....	93,891	10,141	104,032
Alberta.....	53,992	8,873	62,865
British Columbia.....	47,695	9,167	56,862
Canada.....	438,390	107,127	545,517

TABLE No. 4—Placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1923-March, 1924 (inclusive).

Province	Regular Placements			Casual Placements			Total Placements		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Nova Scotia.....	5,580	879	6,459	2,632	1,614	4,246	8,212	2,493	10,705
New Brunswick.....	4,246	1,170	5,416	2,736	1,561	4,297	6,982	2,731	9,713
Quebec.....	13,695	4,916	18,611	355	92	447	14,050	5,008	19,058
Ontario.....	97,789	12,429	110,218	38,900	20,957	59,857	136,689	33,386	170,075
Manitoba.....	40,652	5,435	46,087	6,504	14,226	20,730	47,156	19,661	66,817
Saskatchewan.....	73,024	4,519	77,543	3,342	2,229	5,571	76,366	6,748	83,114
Alberta.....	43,822	4,054	47,876	3,202	3,113	6,315	47,024	7,167	54,191
British Columbia.....	31,333	3,939	35,272	15,583	4,287	19,870	46,916	8,226	55,142
Canada.....	310,141	37,341	347,482	73,254	48,079	121,333	383,395	85,420	468,815

TABLE No. 5—Reduced Transportation Rate Certificates issued in each province by the Employment Service of Canada from April 1, 1923, to March 31, 1924.

Issuing Province	B.C.	Alta.	Sask.	Man.	Ont.	Que.	N.B.	N.S.	Inter. Prov.	Prov.
British Columbia.....	.....	2,276	2,897	11	0	0	0	0	5,184	2,252
Alberta.....	433	.....	163	0	0	0	0	0	596	4,222
Saskatchewan.....	538	93	.....	159	304	2	0	0	1,096	5,324
Manitoba.....	10	97	3,813	.....	6,104	0	0	0	10,024	4,407
Ontario.....	0	0	12	192	.....	143	6	0	353	11,142
Quebec.....	0	0	0	0	2,044	.....	0	0	2,044	920
New Brunswick.....	0	0	0	0	0	0	.....	0	0	0
Nova Scotia.....	0	0	0	0	0	0	0	.....	0	0
Total.....	981	2,466	6,885	362	8,452	145	6	0	19,297	28,267

Total certificates issued—47,564

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TABLE No. 6—Positions Offered and Placements Effected,
during the year April 1,

Industry	Nova Scotia			New Brunswick			Quebec			Ontario		
	Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
MANUFACTURING.....	1,791	1,172	450	999	520	282	2,242	1,374	102	24,963	18,613	3,222
Animal products, edible.....	41	30	3	10	4		37	36	5	1,103	572	376
Fur and its products.....	1		1							14	9	5
Leather and its products.....	14	10	3	7	2	2	30	20	4	474	256	131
Lumber and its products.....	363	263	17	481	267	36	431	343	3	3,287	2,151	322
Musical instruments.....				2		2	27	20		82	40	29
Pulp and paper products.....	114	71	40	50	30	16	723	304	53	3,387	2,980	397
Rubber products.....							38	26	2	879	719	49
Textile products.....	24	9	5	63	17	42	160	143	1	1,512	877	214
Plant products, edible.....	98	46	47	100	76	24	69	48	5	2,056	1,495	378
Wood distillates, etc.....	2	1								36	18	3
Chemical and allied products.....	36	34	2	6	1	4	80	29	5	853	657	107
Clay, glass and stone.....	22	21	1	2	1		67	33		897	715	38
Electric current.....	121	122		2	2		2	7		1,182	913	56
Electric apparatus.....	1	1		3	1	2	2	2		789	593	132
Iron and steel products.....	835	486	299	178	67	112	239	152	15	6,332	5,095	598
Non-ferrous metal products.....	21	3	18	12	9	3	130	50		545	402	54
Mineral products.....	91	73	12	52	37	19	147	116	6	925	675	245
Miscellaneous.....	7	2	2	31	6	20	60	45	3	610	446	88
LOGGING.....	1,109	930	5	1,824	1,296	32	3,492	4,256		39,540	19,572	97
FISHING.....	8	1	7	2	2					44	16	3
FARMING.....	558	481	7	107	80	2	509	385	4	10,782	9,574	349
MINING.....	594	330	2	112	57	1	183	91		3,090	2,757	9
Coal.....	531	283		89	47	1					11	
Metallic ores.....	18	12					1	8		2,890	2,577	6
Non-metallic ores.....	45	35	2	23	10		182	83		200	169	3
COMMUNICATION.....	50	34	22	6	6	1	4	2		324	302	14
TRANSPORTATION.....	256	85	171	254	111	146	773	582		6,135	4,160	1,504
Street railway and cartage.....	138	28	112	46	9	37	80	65		1,873	1,034	807
Railway.....	19	8	13	74	42	35	37	28		720	483	139
Shipping and stevedoring.....	99	49	46	134	60	74	656	489		3,542	2,643	558
CONSTRUCTION AND MAINTENANCE.....	2,796	2,087	386	2,659	1,859	506	7,903	6,204	91	66,920	36,248	24,744
Railway.....	572	429	46	1,579	1,152	255	1,505	984	47	19,894	14,786	990
Highway.....	872	589	176	19	5	15	430	379		26,597	3,961	22,781
Building and other.....	1,352	1,069	164	1,061	702	236	5,968	4,841	44	20,429	17,501	973
SERVICES.....	4,320	1,127	2,724	4,891	1,297	3,079	6,645	5,408	215	56,258	16,740	27,608
Governmental.....	475	172	297	245	24	205	39	22		5,297	2,756	1,953
Hotel and restaurant.....	339	182	119	216	145	41	1,121	933	27	3,562	2,256	229
Professional.....	241	71	132	158	65	90	280	156	20	2,592	1,477	715
Recreational.....	80	9	69	22	7	13	10	4		518	252	239
Personal.....	688	93	580	1,436	138	1,281	402	247	84	7,543	2,355	4,840
Household.....	2,496	600	1,527	2,805	916	1,449	4,788	4,044	84	36,491	7,524	19,632
Farm household.....	1			9	2		5	2		255	120	
TRADE.....	658	197	412	426	159	233	443	276	34	3,667	2,012	1,467
Retail.....	377	133	209	406	155	218	346	205	32	2,816	1,551	1,109
Wholesale.....	281	64	203	20	4	15	97	71	2	851	461	358
FINANCE.....	77	15	60	47	29	15	44	33	1	1,104	224	840
ALL INDUSTRIES.....	12,217	6,459	4,246	11,327	5,416	4,297	22,238	18,611	447	212,827	110,218	59,857
Men.....	9,229	5,580	2,632	8,061	4,246	2,736	16,405	13,695	355	167,989	97,789	38,900
Women.....	2,988	879	1,614	3,266	1,170	1,561	5,833	4,916	92	44,838	12,429	20,957

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through offices of the Employment Service, in each industry
1923, to March 31, 1924.

Manitoba			Saskatchewan			Alberta			British Columbia			Canada		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
1,957	1,314	898	1,067	581	411	2,337	1,733	510	7,483	4,677	1,977	42,839	29,984	7,852
89	22	65	103	34	61	78	46	27	194	132	58	1,655	876	595
12	3	9	12	2	10	7	1	6	7	.....	7	53	15	38
84	19	42	14	8	5	51	19	34	191	20	174	865	354	395
369	653	82	248	164	51	860	716	75	4,313	3,210	465	10,352	7,767	1,051
9	5	4	.....	.....	.....	1	1	.....	.....	.....	.....	121	66	35
166	55	100	86	9	77	40	31	23	221	171	45	4,787	3,651	751
9	4	5	5	3	2	20	6	14	45	14	34	996	772	106
204	109	93	4	2	1	22	11	7	76	20	53	2,065	1,188	416
288	96	174	175	89	82	142	94	47	312	94	167	3,240	2,038	924
14	13	.....	.....	.....	.....	12	12	.....	4	.....	.....	68	48	3
58	21	34	19	5	11	29	16	9	75	15	60	1,156	778	232
46	33	12	73	62	5	199	170	10	251	200	39	1,557	1,235	105
48	34	2	12	9	2	32	18	18	303	233	17	1,702	1,338	95
35	14	16	18	6	12	17	7	10	6	5	1	871	629	173
348	153	181	237	155	69	384	202	177	1,185	356	773	9,738	6,666	2,224
8	4	3	1	1	.....	12	2	8	129	111	12	858	582	98
59	31	15	48	31	15	394	366	23	71	42	26	1,787	1,371	361
111	45	61	12	1	8	37	15	22	100	50	46	968	610	250
1,523	6,116	1	3,169	3,737	1	3,896	4,031	1	11,914	8,983	70	66,467	48,921	207
38	29	.....	4	.....	.....	22	13	8	77	32	44	195	93	62
27,652	27,163	358	75,831	58,624	142	34,412	27,946	84	4,028	8,024	141	153,879	132,277	1,087
53	166	4	357	318	5	1,169	1,040	6	1,856	1,785	9	7,414	6,544	36
6	43	1	335	296	4	1,134	1,010	4	14	17	2	2,109	1,707	12
7	88	.....	.....	3	.....	6	8	.....	1,686	1,638	3	4,608	4,334	9
40	35	3	22	19	1	29	22	2	156	130	4	697	503	15
187	144	11	261	235	21	82	40	39	142	81	40	1,056	844	148
987	564	375	1,028	510	494	831	517	299	10,208	1,053	8,563	20,472	7,582	11,552
532	186	316	735	248	469	478	210	261	1,069	228	778	4,951	2,008	2,780
447	374	58	266	239	25	341	295	38	179	152	22	2,083	1,621	330
8	4	1	27	23	.....	12	12	.....	8,960	673	7,763	13,438	3,953	8,442
4,180	4,181	1,434	8,713	7,709	330	8,045	7,322	279	9,090	6,430	1,807	110,306	72,040	29,577
924	1,907	66	5,292	4,964	53	3,511	3,183	13	2,197	1,805	30	35,474	29,210	1,500
776	672	67	447	319	30	965	840	20	1,112	791	106	31,218	7,556	23,195
2,480	1,602	1,301	2,974	2,426	247	3,569	3,299	246	5,781	3,834	1,671	43,614	35,274	4,882
24,464	5,845	16,229	12,545	5,335	3,652	10,898	4,853	4,333	10,298	3,759	5,943	130,319	44,364	63,783
57	30	24	171	94	60	218	190	28	293	176	70	6,795	3,464	2,637
1,987	1,537	339	1,224	772	57	1,133	907	25	1,181	882	173	10,763	7,614	1,010
457	284	148	1,367	1,106	65	335	213	91	334	236	59	5,704	3,608	1,320
320	155	181	136	36	99	203	110	88	166	44	112	1,455	617	801
2,161	101	1,971	1,345	140	1,198	1,282	216	1,053	1,709	249	1,425	16,566	3,539	12,432
18,304	3,066	13,476	5,085	1,800	2,168	5,727	2,107	3,046	6,576	1,902	4,103	82,272	21,959	45,485
1,178	672	90	3,217	1,387	5	2,000	1,110	2	39	270	1	6,704	3,563	98
2,000	530	1,351	1,014	481	485	1,118	347	736	1,708	425	1,246	11,034	4,427	5,964
1,171	399	682	768	380	361	699	272	403	1,261	292	943	7,844	3,387	3,957
829	131	669	246	101	124	419	75	333	447	133	303	3,190	1,040	2,007
108	35	69	43	13	30	55	34	20	58	23	30	1,536	406	1,065
63,149	46,087	20,730	104,032	77,543	5,571	62,865	47,876	6,315	56,862	35,272	19,870	545,517	347,482	121,333
41,128	40,652	6,504	93,891	73,024	3,342	53,992	43,822	3,202	47,695	31,333	15,583	438,390	310,141	73,254
22,021	5,435	14,226	10,141	4,519	2,229	8,873	4,054	3,113	9,167	3,939	4,287	107,127	37,341	48,079

VIII. TECHNICAL EDUCATION

The first half of the ten-year period during which federal grants are available under the provisions of the Technical Education Act ended on March 31, 1924. In some provinces the growth of vocational education has been slow, due to industrial and financial depression, but, on the whole, fairly satisfactory progress has been made and the prospects for future growth are encouraging.

STATISTICS

The statistical tables for the past year, given on pages 90 to 92, show increases over the previous year in almost every department of the work. The amount expended by the Provincial Governments decreased from \$1,835,093.21 to \$1,817,443.38, but the federal grants paid to the provinces increased from \$648,227.03 to \$888,391.62. The decrease in provincial government expenditures is accounted for by the drop in capital expenditures on the Provincial Institute of Technology and Art in Calgary, which is now completed. The total amount spent by the Alberta Government on work coming within the provisions of the Technical Education Act decreased from \$526,208.90 to \$115,227.27. In previous years, Alberta's expenditures have greatly exceeded the amount which the Federal Government could share equally with the province, due to excessive expenditures on capital account and the limited amount of federal funds available under the Act. The greatest increase in federal grants occurred in Quebec where the amount paid to the Provincial Government increased more than 250 per cent. Expenditures on the two provincial schools of fine arts and the new provincial school of pulp and paper-making accounted for most of the increase. In every province, except Alberta and Manitoba, the federal grants were larger than in the previous year. Ontario is the only province which used up all of the federal funds available. The two provinces of British Columbia and Quebec had the full unexpended balance carried forward for use during the remaining years of the Act's duration. The other six provinces lost part of the money appropriated for use during the past year because their unexpended balances exceeded the amount which may be carried forward under the provisions of the Technical Education Act.

The number of municipalities conducting day schools increased from 54 to 58, but the number of evening schools remained the same at 156. There was an increase in the total number of teachers from 2,674 to 2,943. The number of teachers in training decreased from 290 to 269. The figures for enrolments show an increase in every department and the total enrolment in all classes increased from 70,300 to 79,829.

It should be borne in mind that the different methods of keeping records in the various provinces make it impossible to give figures which represent the exact number of individuals who enrolled for instruction during the year. In some schools students enrolled twice during the year for evening classes. Some principals make no distinction between the "total enrolment in all classes" and "the number of individuals enrolled," with the result that pupils enrolling in more than one class are counted at least twice. Some provinces report the maximum enrolment at any one period during the year, others give the enrolments at the beginning and end of the school period, and some give the total number of pupils who enrolled from the beginning to the end of the period. The latter figure is the one desired for the purposes of this report.

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In order to make comparisons, it is necessary to have the same information for each school and to know the local conditions governing the organization and operation of the schools. Educational statistics in Canada are not uniform and the varying conditions throughout the Dominion make it impossible from the available printed reports and statistics to fairly compare the work being done in the different provinces. The figures given in the annual reports of this office are at best a rough index of the growth of vocational education in Canada.

SUMMARY OF DEVELOPMENTS

The principal developments during the past year occurred in Ontario, Quebec, and New Brunswick.

The extension of the work in Ontario exceeded that of any other year. New vocational schools were opened in Toronto and Windsor. Composite high schools, accommodating both academic and vocational classes, were opened in St. Catharines, Guelph, Kitchener, Renfrew and Weston. A composite school is being built in Galt and a vocational wing is being added to the Owen Sound Collegiate. New wings are also being added to the vocational schools in London and Ottawa. In addition to these building activities, new courses of study have been added to several schools, including a commercial department in Fort William and special apprenticeship classes in Hamilton and Ottawa.

Developments in Quebec include the appointment of a provincial director of technical education, the opening of the new provincial school of fine arts in Montreal, the establishment of a provincial pulp and paper school in Three Rivers and the operation of a provincial school for forest rangers in Berthierville. A director was appointed for the new Hull Technical School, which will be opened in October, 1924.

In New Brunswick, vocational education is beginning to make rapid progress. The opening of the new composite school at Edmundston with very successful classes has given impetus to the work. St. John has decided to build a large vocational school and Fredericton is erecting a composite high school. Three other places have new schools under way in which provision will be made for vocational classes. The itinerant instruction classes were again operated after a year's cessation, and 254 adults received instruction in automotive work at various centres throughout the province.

The correspondence work in Nova Scotia was extended to include short intensive lecture and laboratory courses for telephone workers and plumbers who have completed the regular correspondence courses.

The Agricultural and Technical High School at Charlottetown, P.E.I., had a very successful year. It has taken over the home making courses formerly conducted by the Provincial Department of Agriculture. There was talk of discontinuing the school at the close of the 1923 period, which seriously affected the enrolment in some departments, but, despite this handicap, the total enrolment increased from 172 to 293. It is probable that, for financial reasons, the school will not be operated during the coming winter.

No new developments are reported from Manitoba or Saskatchewan. Vocational classes have been discontinued in some centres in both provinces and enrolments have fallen off in both day and evening classes.

A provincial director was appointed in Alberta who is also the principal of the Provincial Institute of Technology and Art. The work of the institute has continued to grow and in some courses the accommodation is inadequate to meet the demand for training. There was a decided falling-off in the number of evening schools, but the total attendance in both day and evening classes has increased. The correspondence work has decreased.

In British Columbia the day and correspondence classes remained almost stationary, while the evening classes were greatly increased. The number of municipalities conducting evening classes increased from 29 to 36 and the total enrolment jumped from 3,696 to 5,044.

Further particulars regarding the work being carried on in each province, including statistics for all schools, are given in the appended reports from the various provincial officials.

CONTROL OF VOCATIONAL EDUCATION

Federal grants have enabled the provinces to build and operate schools which offer a variety of courses specially designed to meet the educational and vocational needs of young people entering industrial life and of workers who desire supplementary education and training. The organization, administration and control of education, however, is entirely in the hands of the provincial and local authorities. Usually the initiative rests with the local school boards. The provincial governments render assistance as requested or advise the local officials in order that the work might be organized in conformity with existing regulations and thereby become entitled to provincial and federal grants. In a few cases, assistance is sought from the federal authorities in connection with the organization of new work, but ordinarily the Dominion Government is called upon to approve, for the purposes of federal grants, the work already being done.

BULLETINS

The Technical Education Branch has continued to issue the "Vocational Education" bulletins. The numerous applications to be placed on the mailing list and requests for additional copies to be used in teacher-training classes, libraries, etc., indicate that the bulletins are read and appreciated by people in every province. Over four thousand copies are distributed to directors, teachers, members of school boards, and other interested persons in Canada who have asked to be placed on the mailing list or whose names have been sent to the department by provincial officials. Five bulletins were issued during the past year dealing with the problems of evening schools, apprenticeship, vocational guidance, teacher-training and government publications for use in vocational schools.

CO-OPERATION AMONG PROVINCES

In addition to the annual trip to each province, the director has been called on to make several trips in connection with the approval of plans for new buildings, accompanying representatives from other provinces on inspection trips in Ontario and Quebec, etc. Co-operation between the provinces is gradually being developed and it is hoped that the provincial governments and local school boards will continue to send representatives to other provinces in order to exchange ideas and benefit by the experiences of others.

ADMINISTRATION OF FEDERAL GRANTS

The work varies in the different provinces and localities. No fixed standards have been established by which the courses in the various schools can be compared, and it is a very difficult matter to determine the eligibility of certain courses for federal grants. The Technical Education Act defines the work to be promoted as "any form of vocational, technical or industrial education or instruction, approved by agreement between the minister and the Government of any province as being necessary or desirable to aid in promoting industry and the mechanical trades, and to increase the earning capacity, efficiency and productive power of those employed therein." Because of the

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varying industrial conditions in each province and because of the newness of secondary vocational education, a very liberal interpretation has been placed upon the foregoing definition. The word "industry" has been interpreted to include commerce, homemaking and applied art in addition to the mechanical trades and manufacturing. Agriculture has been excluded because agricultural education has received federal grants amounting to \$10,000,000 under the provisions of the Agricultural Instruction Act which expired in March, 1924. The courses of study on which federal grants are payable were listed in the fourth annual report for the year ended March 31, 1923.

VOCATIONAL COURSES DISTINCT FROM HIGH SCHOOL COURSES

The provisions of the Act are broad enough to include any form of education or training of direct vocational value to industrial workers or prospective workers, but the Act was not intended to provide assistance in connection with the established high school courses. There is an increasing tendency on the part of some provinces to include for the purposes of federal grants courses of study which have no direct relationship to any branch of industry. These courses include different forms of manual training or domestic science. In some cases they may be of vocational value to students who enter industrial employment, but they are not regarded as vocational because they do not definitely aim to prepare pupils for employment. Their chief objective is to equip the students for entrance to university. In order to benefit by grants under the Technical Education Act, secondary school courses should be specially organized to meet the particular needs of pupils who will not proceed to university and who desire training of direct vocational value.

In provinces where the work is new, the federal director has approved work which at best can only be regarded as advanced manual training. It was hoped that these courses would become more practical each year and that special efforts would be made to relate the courses to industrial life. Unfortunately, in some cases the tendency has been the other way and the courses are losing any vocational value which they may have possessed. A similar condition exists in connection with home economics courses, which, in some places, are of no more practical value than the regular high school courses. Indeed, in a few instances, no apparent difference exists between the so-called vocational or home economics courses and the ordinary high school courses for girls. It may be that there is no urgent demand for vocational courses in these localities or it may be that the responsible authorities do not feel justified in increasing school expenditures by organizing special vocational classes. Such circumstances, however, cannot in any way be deemed a reason for paying federal grants on existing courses of a general nature.

Unless the local and provincial authorities are prepared to meet the increased expenditures which necessarily result from the organization of vocational courses and are willing to promote the work by every means in their power, they should not expect to have successful classes. In places where the work has been organized without a clearly defined objective or where the classes have been placed in the hands of inexperienced teachers, the results have been unsatisfactory and vocational education has received a set-back. It is possible that the temptation to organize vocational classes in order to receive the very liberal government grants may have blinded some municipalities to the fact that without the active support of trustees, teachers, parents, employers and employees, vocational education cannot develop to its rightful place in the community.

CO-OPERATION BETWEEN VOCATIONAL SCHOOLS AND INDUSTRY

The expense of conducting vocational schools can be very materially lessened and, at the same time, the work be made more effective by organizing classes in close co-operation with local industries. This applies particularly to classes for employed persons, but it has a direct effect upon all classes. If a school attempts to provide complete vocational training for any skilled industrial occupation and does not co-operate with industry, it is compelled to equip expensive shops and to provide extended courses with provision for practical experience under working conditions. If, on the other hand, the school undertakes to enable pupils to select and prepare for admission to suitable occupations and then supplements the training received on the job by the training and education necessary for vocational advancement and the full development of the pupils, the equipment required will be less and the length of time spent in the school shops will be shortened. In other words, it is deemed advisable, wherever possible, to organize part-time and co-operative classes, including special apprenticeship classes. Work of this type is described in detail in the appended report of the Ontario director under "special developments" and in the Nova Scotia report under "new developments".

TABLE I. MONEY AVAILABLE AND MONEY PAID TO THE PROVINCES UNDER THE TECHNICAL EDUCATION ACT FOR THE FISCAL YEAR ENDED MARCH 31, 1924

Province	Annual appropriation	Balance from past years	Total amount available	Amount paid provinces	Total amount carried forward	Amount lapsed
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia....	70,374 35	58,615 64	128,989 99	53,535 26	75,454 73	Nil
Alberta.....	77,725 40	Nil	77,725 40	57,613 63	19,431 35	680 42
Saskatchewan.....	97,165 78	103,893 18	201,058 96	18,397 18	128,184 62	54,477 16
Manitoba.....	80,218 72	93,492 58	173,711 30	20,092 49	113,547 26	40,071 55
Ontario.....	347,636 30	Nil	347,636 30	347,636 30	Nil	Nil
Quebec.....	281,751 31	306,625 16	588,376 47	328,682 25	259,694 22	20,598 60
New Brunswick.....	54,640 80	72,680 43	127,321 23	20,382 00	86,340 63	17,214 50
Nova Scotia.....	70,288 60	98,968 22	169,256 82	35,501 95	116,540 37	8,598 50
Prince Edward Island	20,198 74	32,721 36	52,920 10	6,550 56	37,771 04	
	1,100,000 00	766,996 57	1,866,996 57	888,391 62	836,964 22	141,640 73

TABLE II. SUMMARIZED STATEMENT OF EXPENDITURES FROM THE TECHNICAL EDUCATION FUND

Province	1919-20	1920-21	1921-22	1922-23	1923-24	Totals (Five years)
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	19,407 81	29,133 86	47,904 04	34,932 38	53,535 26	184,913 35
Alberta.....	17,107 90	41,438 01	82,606 18	71,019 91	57,613 63	269,785 63
Saskatchewan.....	1,142 00	3,534 28	13,665 50	18,263 84	18,397 18	55,002 80
Manitoba.....	2,648 49	7,268 00	21,173 94	25,121 14	20,092 49	76,304 06
Ontario.....	106,297 63	294,111 73	378,174 84	314,206 97	347,636 30	1,440,427 47
Quebec.....	36,500 00	167,886 85	114,651 04	128,182 27	328,682 25	775,902 41
New Brunswick.....	3,396 66	10,408 73	22,160 79	17,476 06	20,382 00	73,834 24
Nova Scotia.....		24,193 32	32,758 01	33,166 00	35,501 95	125,619 28
Prince Edward Island.....		2,700 65	7,241 73	5,858 46	6,550 56	22,351 40
Total grants paid.....	186,500 49	580,675 43	720,336 07	648,227 03	888,391 62	3,024,130 64
Total annual appropriations.....	700,000 00	800,000 00	900,000 00	1,000,000 00	1,100,000 00	4,500,000 00
Total amounts available	700,000 00	1,313,499 51	1,496,072 60	1,613,303 30	1,866,996 57	
Total amounts carried forward.....	513,499 51	596,072 60	613,303 30	766,996 57	836,964 22	836,964 22
Total amounts lapsed.....		136,751 48	162,433 23	198,079 70	141,640 73	638,905 74

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TABLE III.—SUMMARY OF PROVINCIAL EXPENDITURES ON SECONDARY VOCATIONAL EDUCATION FOR YEAR ENDED MARCH 31, 1924

	Expenditures on Provincial Work			Grants to Local Boards									
	Adminis- tration	Teacher Training	Corres- pondence Instruction	On Capital Account	On Teachers' Salaries	On Mainten- ance, etc.	Special Grants	Total Provincial Expenditures					
	\$	cts.	\$	\$	cts.	\$	cts.	\$	cts.				
British Columbia.....	6,357	55	3,287	39,307	10	54,519	16	.....	107,070	54			
Alberta.....	1,549	15	.....	34,084	05	44,932	89	27,455	08	115,227	27		
Saskatchewan.....	6,449	67	.....	1,363	72	28,464	09	516	88	36,794	36		
Manitoba.....	5,757	05	460	3,200	00	30,767	94	.....	.....	40,184	99		
Ontario.....	22,247	97	2,800	347,028	41	311,995	58	.....	45,250	00	729,321	96	
Quebec.....	1,089	40	.....	354,934	74	.....	.....	.....	301,340	37	657,364	51	
New Brunswick.....	8,284	57	.....	11,029	49	13,837	17	.....	.....	3,000	00	40,764	02
Nova Scotia.....	13,820	10	.....	3,154	13	35,288	01	5,191	08	.....	71,003	89	
Prince Edward Island.....	338	38	.....	2,612	01	6,447	49	9,529	41	1784	55	19,711	84
	65,893	84	9,789	796,713	65	526,252	33	42,692	45	350,374	92	1,817,443	38

* Itinerant instruction and short term winter classes.

† Bonuses to students.

TABLE IV.—VOCATIONAL SCHOOLS, TEACHERS AND PUPILS IN CANADA—SCHOOL YEAR ENDED JUNE 30, 1924

	Number of Municipalities Conducting Classes		Number of Teachers				Number of Pupils				Summer Schools for Teacher Training		
	Day	Evening	Day	Evening	Corres- pondence Depart- ment	Total	Day	Evening	Corres- pondence Depart- ment	Total	Schools	Teachers	Pupil (teachers in training)
British Columbia.....	9	36	101	205	2	308	1,653	5,044	152	6,849	1	7	80
Alberta.....	3	7	62	69	4	135	1,743	2,532	285	4,560			
Saskatchewan.....	3	3	47	46		93	881	825		1,706			
Manitoba.....	6	1	102	43		145	1,199	2,051		3,250	1	1	25
Ontario.....	22	57	461	1,194		1,655	13,040	36,684		49,724	1	9	133
Quebec.....	7	18	115	188		303	1,636	6,355		7,991			
New Brunswick.....	6	8	18	52	1	71	248	1,181	254	1,683	1	4	31
Nova Scotia.....	1	25	13	160	37	210	30	3,118	625	3,773			
Prince Edward Island..	1	1	10	13		23	97	196		293			
Totals.....	58	156	929	1,970	44	2,943	20,527	57,986	1,316	79,829	4	21	269
Totals, 1923.....	54	156	752	1,883	39	2,674	16,242	53,080	978	70,300	4	32	290

PRINCE EDWARD ISLAND

SUMMARY OF THE YEAR'S PROGRESS

Vernon Crockett, Principal

The courses of study carried on at the Prince Edward Island Agricultural and Technical School during the past year were as follows:—

DAY CLASSES

- (1) A course in agriculture for all students over 15 years of age.
- (2) A five months' course in motor mechanics, woodworking, farm engineering, English and mathematics.
- (3) A series of three weeks' short courses for girls in household science.
- (4) Two weeks' short course for cheese and butter makers.

NIGHT CLASSES

Night classes were carried on in the following subjects: English, arithmetic, show-card writing, motor mechanics, radio, woodworking, public speaking, electricity, cookery, millinery, sewing and home nursing.

BUILDINGS AND EQUIPMENT

During the year considerable advances have been made in the matter of buildings and equipment. A poultry house, modern in every respect, was completed with capacity for 150 birds. Considerable additional equipment was purchased for the motor mechanics department. The dairy equipment was moved to more suitable quarters, and the household science department was established at the school.

COURSES IN HOUSEHOLD SCIENCE

The outstanding feature of the year's work was the establishment of courses in household science for girls. These consisted of three weeks' short courses in home economics for students from the city and country, and courses in cookery, millinery, sewing and home nursing for night class students from the city. The success of these classes was most pronounced. Forty-five students enrolled in the day classes, and the number registered in the night classes was one hundred and twenty.

PROGRESS

This school is now well established and well equipped. The work is meeting with an encouraging measure of approval. The course of studies is adapted to meet the most pressing needs of the province. This combination of agricultural and technical classes is approved universally in this province. Technical education has passed the experimental stage. It has been demonstrated four years in succession that this school can get the students, and keep them, and give them the kind of instruction they need. Geographical, industrial and social conditions for carrying on such work as has been outlined are ideal. Only the difficulty of financing the undertaking seems to stand in the way of complete success.

Following is a summarized statement of attendance, etc.:—

PRINCE EDWARD ISLAND—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

DAY CLASSES

Municipality and School	Department	Enrolment and attendance				Total enrolment all classes			Teachers				
		Full-time		Part-time		Male	Female	Total	Full-time	Part-time	Female	Male	Total
		Total enrolment	Student Hours	Total enrolment	Student Hours								
Charlottetown—Agricultural and Technical High School.	Agriculture.....	9	3,584	.....	.....	9	.....	97	6	4	5	5	10
	Motor mechanics	27	8,336	.....	.....	27	.....	.....	.....	.....	.....	.....	.....
	Buttermaking....	.....	.....	16	860	16	.....	.....	.....	.....	.....	.....	.....
	Homemaking.....	.....	.....	45	2,120	.....	45	.....	.....	.....	.....	.....	.....
		36	11,920	61	2,980	52	45	97	6	4	5	5	10

EVENING CLASSES

Municipality	Number of subjects	Number of classes	Total enrolment all classes	Total student hours	Total Number of individuals enrolled	Teachers		
						Male	Female	Total
Charlottetown.....	11	.....	229	6,920	196	8	5	13
	11	.....	229	6,920	196	8	5	13

NOVA SCOTIA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

F. H. Sexton

It is regrettable that a recession must be chronicled in the total number of students enrolled in secondary vocational education in the province during the past year as compared with the year 1922-23. The Correspondence Study Division showed an increase of student enrolment to a total of 876, but other branches of the work showed a falling-off toward the level of the year 1921-22. The registration in various evening schools decreased from 3,646 to 3,118 and the total enrolment in the present year was 3,773, as compared with 4,111 last year.

The reasons for this falling-off are not wholly evident and explainable. The main factor was, of course, the continued industrial depression and the consequent temporary migration of a good many young men and women to other urban centres outside the province in quest of employment. The psychological reactions of hard times usually tend to dampen ambition and to cause many to neglect educational opportunities on their thresholds. There was also a tendency manifest with some municipalities to restrict expenditures for education outside the realm of regular general graded public school instruction. These and other less tangible factors all contributed to a smaller enrolment in secondary vocational education.

NEW DEVELOPMENTS

No new legislation was passed during the year and no new projects in the evening school work of any great importance were undertaken. The services were maintained throughout at the previous standards of efficiency. The only new development worthy of mention was in the successful organization of a new type of co-operative short-term course.

During the last year the Correspondence Study Division has been very successful in conducting courses in telephony for employees of the Maritime Telegraph and Telephone Company. The corporation has used its good offices to persuade its technical workers to pursue these courses. It has followed the records of the students closely, and has endeavoured to provide promotion and advancement for those who proved their increased power and usefulness. The limitations of correspondence instruction were reached with a number of the men, and it became evident that higher and fuller instruction should be carried out in the classroom and laboratory in personal contact with the teacher.

Consequently the officials of the company and of the Nova Scotia Technical College in conference developed a short-term course in the "Technics of Telephony" for selected employees on a co-operative basis. The company agreed to give a certain number of their workers two weeks' leave with full pay so that they might attend day classes during this period at the Technical College. The company further agreed to pay the tuition of the students and to furnish five part-time instructors and lecturers from its technical staff. The college placed its laboratories, classrooms, and the full time of an instructor in electricity at the disposal of this group of students. The course, as planned, allotted the mornings to lectures and recitations and the afternoons to laboratory work. The instructors from the company gave a series of comprehensive lectures which occupied two hours each morning on the following subjects:—

General Principles of Telephony.

Telephone Circuits and Testing.

Telephone Development and Wire Study.

Traffic Units and their Applications.

Telephone Plant Accounting.

The college instructor took charge of the classes for the remainder of the day and dealt with the following subjects:—

Mechanical Drawing and Sketching.

Field Notes and Reports.

Theory of Electricity and Magnetism.

Installation, Operation and Testing of Electrical Machinery.

Storage Batteries and Telephone Power Plants.

The course was given in the summer vacation when there were no other classes in session and the students attended for seven hours each day. Problems and reports were required for home work, so that the session was one of intensive study and application. The attitude and effort on the part of the students was all that could be desired and the experiment, as far as carried, was most successful. It is now planned to make this course a regular annual event and to extend its scope and application.

This type of course represents a close co-operative effort between industry and education. Other corporations which desire to train some of its technical workers for their vocation by means of instruction in applied science may get the assistance of the Technical Education Branch in just the same manner as did the Telephone Company. The chief aim of the provincial authorities is that the ambitious young men and women may be developed for greater use-

fulness in their vocations. It seems that education is the common activity in which both the employer and the worker can engage almost indefinitely with mutual advantage and profit.

A distinct improvement was made in giving correspondence instruction in plumbing in the city of Halifax. Instead of relying on teaching by mail alone, the students were brought into direct contact with the instructor and were given practical work in the shop also. One regular lesson was required to be studied each week and a class room recitation was held one night per week. The students voluntarily gave up their Saturday half-holiday and met the instructor in the shop at the Technical College, where they were given actual practice in various operations which they would hardly have the opportunity to learn in their daily work. Almost every pupil who took these courses was successful in securing his certificate from the city Board of Examiners the first time he attempted to pass. This method of combined correspondence study, periodical recitation in the class room and supervised shop work, has a wide application in training industrial workers and it is hoped to extend it widely throughout the province.

CONCLUSIONS

All branches of secondary vocational education were well maintained throughout the year. A lack of provincial and municipal funds prevented expansion of these services and any new projects. There will probably be no great change in the system until the next industrial expansion, with its consequent demand for more and more highly trained workers. The time is not yet ripe to promote a compulsory attendance act for adolescents. Neither can money be secured at present for the establishment of full-time day vocational schools, although the need for them is daily growing more and more apparent. It is hoped that the industrial and business cycle will move rapidly forward to its new crest or to a maintained higher level, so that these two great improvements may be consummated.

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NOVA SCOTIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS
FOR PERIOD JULY, 1923, TO JUNE, 1924

EVENING TECHNICAL SCHOOLS

Municipality or School	Locality	Total Number of Subjects	Total Number of Classes	Aggregate Enrol- ment, all Classes	Total Class Hours (clock)	Total Student Hours (clock)	Number of Individuals enrolled		Teachers		Num- ber of Sessions
							Male	Female	Male	Female	
Amherst.....	Cumberland county.....	8	11	219	1,076	14,654	102	117	6	5	553
Kentville.....	Kings county.....	3	3	40	260	1,866	11	29	1	2	131
Springhill.....	Cumberland county.....	1	1	27	88	1,756	.....	27	.....	.....	45
Westville.....	Pictou county.....	2	3	62	248	4,506	9	53	.....	2	126
New Glasgow.....	"	11	13	249	1,026	11,102	144	105	6	4	535
Stellarton.....	"	3	4	75	330	5,138	2	73	.....	4	168
Sydney Mines.....	Cape Breton county.....	2	4	99	360	6,042	.....	99	.....	4	190
Glace Bay.....	"	4	8	218	730	10,676	38	180	2	5	364
Sydney.....	"	13	17	392	1,702	20,322	130	262	11	6	801
Dominion No. 6.....	"	1	1	25	90	1,518	.....	25	.....	1	45
North Sydney.....	"	1	1	25	92	1,218	.....	25	.....	1	46
Yarmouth.....	Yarmouth county.....	6	7	101	568	5,486	37	64	4	3	284
Halifax.....	Halifax county.....	14	43	867	3,573	53,780	426	441	27	14	1,893
Sub-total.....	.....	.....	116	2,399	10,143	138,064	899	1,500	57	52	5,181

EVENING COAL MINING SCHOOLS

Municipality or School	Locality	Total Number of Subjects	Total Number of Classes	Aggregate Enrol- ment, all Classes	Total Class Hours (clock)	Total Student Hours (clock)	Number of Individuals enrolled		Teachers		Num- ber of Sessions
							Male	Female	Male	Female	
River Hebert.....	Cumberland county.....	3	3	26	299	2,151	26	.....	2	1	151
Joggins.....	"	2	3	29	335	2,121	29	.....	2	.....	172
Springhill.....	"	3	3	43	276	1,736	43	.....	3	.....	145
Stellarton.....	Pictou county.....	6	6	85	644	5,530	9	.....	6	.....	541
Thorburn.....	"	1	1	9	92	484	.....	.....	1	.....	44
Westville.....	"	4	4	57	372	3,346	57	.....	4	.....	188
Inverness.....	Cape Breton.....	3	3	43	334	2,460	15	.....	3	.....	166
Birch Grove.....	"	1	1	15	100	1,044	43	.....	1	.....	50
Dominion.....	"	2	2	26	148	1,129	26	.....	2	.....	75
Dominion No. 6.....	"	2	3	59	266	3,246	12	47	1	2	116
Florence.....	"	3	3	29	304	2,400	29	.....	3	.....	155
Glace Bay.....	"	4	5	75	464	3,656	75	.....	4	.....	231
Little Bras d'Or.....	"	2	2	15	142	1,628	15	.....	2	.....	46
Port Morien.....	"	2	2	18	192	1,834	18	.....	1	.....	96
New Waterford.....	"	3	3	49	338	3,074	49	.....	3	.....	168
Reserve Mines.....	"	2	2	14	144	818	14	.....	2	.....	72
Sydney Mines.....	"	5	6	109	678	6,024	109	.....	5	.....	341
Sub-total.....	.....	.....	52	701	5,128	42,381	654	47	45	4	2,757

NOVA SCOTIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS
FOR PERIOD JULY, 1923 TO JUNE, 1924—Concluded

EVENING FISHERIES SCHOOL

Municipality or School	Locality	Total Number of Subjects	Total Number of Classes	Aggregate enrol- ment, all Classes	Total Class Hours (clock)	Total Student Hours (clock)	Number of Individuals enrolled		Teachers		Num- ber of Sessions
							Male	Female	Male	Female	
Clark's Harbour.....	Shelburne county.....	2	2	18	164	1,856	6	12	1	1	32
Sub-total.....	.....	2	2	18	164	1,856	6	12	1	1	32

SHORT COURSE—DAY TECHNICAL SCHOOL

Halifax.....	Nova Scotia Technical College.....	13	13	30	2,407	11,319	30	.....	13	.....	13	509
Sub-total.....	.....	13	13	30	2,407	11,319	30	.....	13	.....	13	509
Grand total.....	.....	.....	133	3,148	17,842	193,620	1,689	1,559	116	57	173	8,529

Correspondence Instruction:—Enrolment 876; teachers 37; active students 625.

NEW BRUNSWICK

REPORT OF DIRECTOR OF VOCATIONAL EDUCATION

F. Peacock

During the school year ended June 30, 1924, five municipalities in New Brunswick conducted full-time day vocational schools or departments. These served 187 full-year students. Eight cities and towns conducted evening vocational schools which had an enrolment of 1,181. Short-term courses conducted at St. John and Edmundston were attended by 61 men. The 1923 summer school for vocational teachers had an enrolment of 31; and 254 persons were served by itinerant instructors. The total number in attendance at the various classes and courses was 1,714 and 23 teachers were employed.

Herewith are given tables showing the distribution among the various groups and subjects. While the totals in all classes (except summer school) show increases as compared with last year, these do not adequately measure the progress vocational education has lately made in this province. This is reflected in the current policies of school boards, and the increasing frequency of sympathetic reference by the press and representative citizens.

NEW DEVELOPMENTS

The chief developments of the year have been the opening of the Edmundston Composite High School, the undertaking by Fredericton to build a modern composite school, and the adoption by the city of St. John of the policy of building a large vocational school prior to June, 1925.

In St. John and Fredericton plebiscites were held upon the question of building. It is encouraging to record that in both cases the voters decided for progress by substantial majorities. This is clear evidence of the hold vocational education already has upon the minds of the people of this province.

Other towns, such as McAdam Junction, Hartland, Chipman, etc., have new schools under way in which provision is being made for teaching vocational subjects.

THE EDMUNDSTON COMPOSITE SCHOOL

The small town offers many difficulties in the provision of specialized types of education. Edmundston, with between four and five thousand people, seems to be successfully solving the problem for its people by means of a composite high school. In addition to the traditional high school course leading to matriculation, this school now offers a pre-vocational or junior high school course, a commercial course and a homemaking course. Later a technical high school course will be added.

The special function of each of the above divisions is indicated in each case by the name except in the pre-vocational group. This department of the school serves students thirteen years of age or over who have reached grade seven standing, but who may have fallen behind and become somewhat discouraged with the regular bookish curriculum. The object is to hold these in school by enabling them to devote one-third of their time to practical or junior vocational instruction. In this way their general education is extended, and they receive a valuable "trying out" experience in the materials and processes met in a group of common vocations. This pre-vocational course seems to appeal strongly to a large group which formerly dropped out of school entirely at about thirteen years of age.

The Edmundston school is attracting much attention throughout the province. It represents a type that seems destined to be generally adopted.

THE AUTOMOTIVE BRANCH

Instruction in the automotive field has been continued and developed. A full time man has been appointed to carry on itinerant courses during the summer and supervise short courses in various parts of the province during the winter when the slack season of this trade prevails. By means of these two agencies an all year service is being rendered to garage workers. The response and co-operation of the men from this trade is very satisfactory.

TEACHER TRAINING

In 1923 summer courses were provided in the province only for teachers in the home economics field. Other day vocational teachers were assisted to take professional improvement courses outside the province to the extent that their travel and tuition expenses were paid by the province. No adequate policy has yet been adopted for the training of vocational teachers. A lack of properly trained teachers is now the greatest barrier to the progress of vocational education in New Brunswick. Some means must speedily be found to meet the need and supply the practical instruction which the people seem now to desire.

The present membership of the New Brunswick Vocational Education Board is as follows:—

Appointed by the Board of Education—

Hon. Fred Magee, Port Elgin, Chairman.
Rev. Father Tessier, St. Joseph's College.
Mr. George H. Maxwell, St. John.
Mr. W. H. Miller, Campbellton.
Mr. R. K. Tracey, M.L.A., Centreville.

Members Ex-Officio—

Dr. W. S. Carter, Chief Superintendent of Education, Vice-Chairman.
Dr. H. V. B. Bridges, Principal of Normal School.
Mr. Harvey Mitchell, Deputy Minister of Agriculture.

Administrative Staff—

Mr. Fletcher Peacock, Secretary and Director.
Miss Marguerite L. Taylor, Clerk-Accountant.
Mr. W. B. Main, Supervisor, Automotive Work.
Miss Rheta M. Inch, Acting Supervisor, Homemaking Department.

NEW BRUNSWICK—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL SCHOOLS FOR PERIOD
JULY 1, 1923, TO JUNE 30, 1924

Municipality and School	Department	Enrolment and Attendance						Total Enrolment all Classes			Teachers			
		Full-time Classes		Part-time Classes		Short-term and Special Classes		Male	Female	Total	Full-time	Part-time	Male	Female
		Total Enrolment	Average Attendance	Total Enrolment	Student Hours	Total Enrolment	Student Hours							
Campbellton High School..... Carleton County Vocational School Woodstock.	Commercial.....	19	.....	.....	.....	.....	.....	.....	.....	19	1	.....	1	.....
	Commercial.....	22	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Homemaking.....	13	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Agriculture.....	11	.....	.....	.....	.....	.....	13	33	46	5	.....	2	3
	Commercial.....	20	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Homemaking.....	8	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Pre-Vocational.....	35	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Electricity.....	.....	.....	.....	.....	17	.....	.....	.....	.....	.....	.....	.....	.....
	Welding.....	.....	.....	.....	.....	13	.....	60	33	93	4	2	3	3
	Commercial.....	35	.....	.....	.....	.....	.....	15	20	35	2	.....	1	1
Fredericton High School..... Milltown High School..... St. John.....	Commercial.....	24	.....	.....	.....	.....	.....	10	14	24	1	.....	.....	.....
	Motor Mechanics.....	.....	.....	.....	.....	6	.....	.....	.....	.....	.....	.....	.....	.....
	Automotive Electricity.....	.....	.....	.....	.....	17	.....	31	.....	.....	.....	3	3	.....
	Welding.....	.....	.....	.....	.....	8	.....	.....	.....	31	.....	.....	.....	.....
		187	.....	.....	.....	61	.....	129	100	248	13	5	10	8

Teacher Training Classes, Enrolment 31 Teachers, 4
Itinerant Department, Enrolment 254 Teachers, 1.

15 GEORGE V, A. 1925

NEW BRUNSWICK—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN EVENING VOCATIONAL SCHOOLS, FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

Municipality or School	Total number of subjects	Total number of classes	Total enrolment all classes	Total student hours (by clock)	Number of individuals enrolled			Teachers	
					Male	Fe- male	Total	Male	Fe- male
Bathurst.....	1	1	13	372	.....	13	13	.....	1
Campbellton.....	5	9	134	3,658	45	89	134	2	3
Devon.....	3	3	64	1,864	8	56	64	1	2
Edmundston.....	7	14	239	7,183	94	145	239	2	5
Fredericton.....	11	24	320	10,101	118	202	320	4	10
Marysville.....	4	4	40	1,258	24	16	40	2	2
Milltown.....	5	5	77	2,333	26	51	77	.....	4
Moncton.....	6	14	294	10,364	82	212	294	5	9
Totals.....	42	74	1,181	37,133	397	784	1,181	16	36

QUEBEC

REPORT ON VOCATIONAL EDUCATION

A. Frigon, Director

The position of Provincial Director of Technical Education remained vacant until April, 1924, when Dr. A. Frigon, Principal of the Ecole Polytechnique, Montreal, assumed the additional duties of the provincial office. His appointment came too late to enable him to visit all of the schools receiving federal grants and to prepare a written report before the close of the school year. Dr. Frigon spent the summer in Europe but returned in time to submit the attached statistics covering the work of the past year.

The figures show increases in every department and the prospects for increased activities during the current year are very promising. Vocational education is well established in Quebec and the Provincial Government has given very generous support to the work.

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QUEBEC—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY AND EVENING SCHOOLS FOR PERIOD JULY 1, 1923,
TO JUNE 30, 1924

Municipality and School	Department	Enrolment and Attendance						Teachers		
		Day Classes		Evening Classes		All Classes		Total Class Hours	Total Student Hours	Total
		Beginning of period	End of period	Beginning of period	End of period	Beginning of period	End of period			
Montreal—Technical School.....	Industrial.....	471	405	794	497	1,255	902	20,415	344,369	44
Montreal—Technical Institute.....	Industrial and Home Economics.	.....	.....	834	702	834	702	3,008	46,074	36
*Montreal—Fine Arts.....	Art.....	380	361	289	196	669	557	309.5	8,445.5	8
Montreal—Higher Commercial.....	Commercial.....	253	253	189	189	442	442	4,085	139,103	16
Quebec—Technical School.....	Industrial.....	87	103	373	249	460	352	15,344	125,225	12
*Quebec—Fine Arts.....	Art.....	200	185	402	350	602	535	70	2,850	25
Three Rivers—Technical School.....	Industrial, Pulp and Paper.	45	45	.....	.....	45	45	5,147	224,276	12
Grand Mere—Industrial School.....	Industrial.....	117	105	.....	.....	117	105	16,758	16,392	9
Berthierville—Forest Rangers.....	Forestry.....	17	35	.....	.....	17	35	876	20,223	5
Sherbrooke—Technical School.....	Industrial.....	9	7	31	27	40	34	1,337	9,176	7
Shawinigan Falls—Technical Institute.....	Industrial.....	57	.....	286	.....	343	.....	.....	12,054	4
Council of Arts and Mfgs. (14 centres).....	Industrial and Home Economics.	.....	.....	2,006	3,157	2,006	3,157	4,271	412,112	18
Totals.....	.....	1,636	1,499	5,204	5,367	6,840	6,866	.....	.....	99
								115	188	303

* Class hours and student hours for Schools of Fine Arts are average number per week. Day and evening enrolments for Quebec School of Fine Arts are approximations. Totals only were reported.

ONTARIO

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

F. P. Gavin

SUMMARY OF PROGRESS

The vocational schools in Ontario continue to make satisfactory progress. New schools, giving full-time day instruction in one or more of the vocational departments, were opened during the school year 1923-24 in Guelph, Kitchener, Renfrew, Stamford, St Catharines, Toronto (Riverdale Branch), and Weston.

The total number of full-time day schools operating throughout the school year is now twenty-one. In addition to these there are day schools operating during the months of January, February, and March, giving instruction in navigation and marine engineering, in Kingston, Collingwood and Midland.

The total number of evening schools in 1923-24 was sixty. Evening schools were conducted in every city in Ontario, with one exception, and in thirty-five towns or villages. New evening class centres were opened or re-established during the year in Burlington, Elmira, Haileybury, Renfrew, Smiths Falls, South Porcupine, Wallaceburg, Weston, and Vellore.

The following table shows the progress of the vocational schools:—

SUMMARY OF ATTENDANCE—DAY VOCATIONAL SCHOOLS

	1920-21	1921-22	1922-23	1923-24
Number of full-time teachers.....	191	212	288-0	379
Number of part-time teachers.....		60	49-0	82
Number of full-time pupils on roll.....	2,600	5,344	6,958-0	9,153
Average attendance of full-time pupils.....	2,123	4,260	5,454-3	
Number of part-time pupils on roll.....	907	574	988-0	1,319
Aggregate student-hours of part-time pupils.....	40,997	37,776	60,972-5	176,673
Number of special pupils on roll.....	1,019	1,604	1,456-0	2,347
Aggregate student-hours of special pupils.....	223,570	351,214	247,439-5	314,427

SUMMARY OF ATTENDANCE—EVENING VOCATIONAL SCHOOLS

	1920-21	1921-22	1922-23	1923-24
Number of teachers.....	900	1,075	1,097	1,194
Total number of pupils.....	27,297	32,545	33,581	36,452
Aggregate student-hours.....	1,119,287	1,176,039	1,510,310	1,423,816

SUMMARY OF EXPENDITURES BY MUNICIPALITIES

	1919	1920	1921	1922
	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Total expenditures.....	659,072 82	1,347,905 04	1,585,086 36	1,871,614 21
Legislative grants.....	140,294 14	511,021 04	670,758 56	638,217 28

LEGISLATION AND REGULATIONS

An amendment to the Vocational Education Act was passed in 1924, whereby vocational instruction may be provided for such pupils in attendance at auxiliary training classes as may be able to meet certain requirements for admission.

No changes have been made in the regulations.

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NEW DEVELOPMENTS AND BUILDING OPERATIONS

A notable feature of the progress in vocational education for the year 1923-24 was the completion of a number of school buildings to provide accommodation for carrying on the work. The building programme enabled several new centres to establish technical schools or departments. During the year there was a greater extension of the work, not only in new centres, but also in old centres, than in any previous year in the development of vocational education.

The fine new Windsor-Walkerville Technical School was officially opened by the Lieutenant-Governor on August 30, 1923, and was occupied by the pupils and teachers on the regular date for reopening schools in September. The excellent accommodation provided, and the carefully selected but, nevertheless, adequate equipment furnished, met with the most general approval of the people of Windsor and Walkerville. The wisdom of holding the official opening and inspection of the building just before the beginning of the term was shown by the large number of pupils who applied for admission immediately after the public opening.

The enrolment in the school for the autumn term was gratifying to the members of the board and to the staff. The day enrolment was as follows: industrial department, 68; technical department, 188; homemaking department, 8; commercial department, 403; part-time pupils, 2; making a total of 669. The evening class enrolment was approximately 2,500, nearly twice as many as in the previous year. Interesting features of the evening class programme were classes for stationary engineers held five nights a week, and a class for machine shop supervisors and advanced machinists held Saturday afternoons.

The new Riverdale Branch Technical School, Toronto, opened its doors for the first time in September, 1923. The opportunities for vocational education here offered, with adequate accommodation and equipment, received a most satisfactory response. The number of pupils enrolled during the year was 626 in the day school and 1,800 in the evening school. Any anticipation that the opening of the Riverdale Branch would reduce the total enrolment in the Central Technical School was not realized. The enrolment in the Central School remained at approximately the same figures as last year.

The total number of pupils enrolled in the three vocational schools of Toronto—the Central Technical School, the Riverdale Branch Technical School, and the High School of Commerce—for the autumn term of 1923 was 4,755 day pupils and 10,074 evening pupils.

The new Kitchener and Waterloo Vocational School was occupied early in September. The efforts made by the local school authorities in charge of the planning, equipping, and promotion of the school, and by the management in charge of the organization of the work, to make this new school function effectively in the educational life of the communities concerned, have produced gratifying results. These efforts were directed towards creating educational opportunities that would enable, not only pupils at school, but also adults at work, to fit themselves into the industrial and commercial life of Kitchener and Waterloo as efficient members of the community.

The day school enrolment was 369, distributed as follows: industrial department, 21; technical department, 160; and commercial department, 188. The evening class enrolment was 870, double the enrolment of the previous year.

An interesting feature of the evening class programme was the special effort of the Advisory Committee to provide practical instruction directly related to the needs of employed persons. This instruction included courses

in masonry, carpentry, and plan reading for the building trades groups, with an enrolment of 30, and special technical courses in rubber manufacturing for the rubber industries group, with an enrolment of 70.

The new school building at Renfrew erected to provide accommodation for all secondary school purposes, vocational as well as academic, was formally opened early in September. Accommodation is provided in this school for agricultural, homemaking, and commercial departments. The opening of the vocational side of the school was retarded for some time, owing to delays in getting the necessary equipment installed. Even under the handicap of beginning late in the term, the enrolment in the vocational departments was 68, an enrolment which may be taken as an earnest of what may be expected when the opportunities of these classes are offered prospective students at the usual opening of the school year.

The new Guelph Collegiate-Vocational Institute was opened in September for occupancy by the classes and was formally opened on November 7, 1923. The enrolment in the vocational school was 235, made up of 65 in the industrial department and 170 in the commercial department. The enrolment in the evening classes was 929, an increase over last year of 196.

A new composite school in St. Catharines, known as the Collegiate Institute and Vocational School, was formally opened on November 5, 1923. The school had been in use by the classes from the beginning of the term in September. The enrolment in the day vocational school was 249, distributed as follows: industrial department, 69; homemaking department, 18; commercial department, 162. The evening class enrolment was 921, an increase over last year of 511. This large increase of 120 per cent was due in this case, as in others, to the greatly improved facilities for giving instruction in the practical subjects.

Weston is an example of a relatively small community that has established a vocational school, offering instruction in industrial subjects. Although the building was not ready for use in September, 1923, the local school authorities went ahead with the organization of the vocational classes, and succeeded in enrolling 178 pupils, distributed as follows: industrial department, 54; homemaking department, 9; commercial department, 115. Although instruction was carried on for several weeks under adverse conditions, the staff was able to retain in the classes the pupils who had enrolled.

In August, 1923, the corner-stone of a large addition to the Galt Collegiate Institute was laid by a former student of the school, the Hon. Dr. Cody. This addition, which makes adequate provision for the needs of the types of vocational education related to the industrial and commercial life of Galt, will be ready for occupancy in September, 1924.

The Sarnia Technical School, which was opened in 1922 with a highly satisfactory enrolment in the different vocational departments, shows by an increased enrolment for this year that the school is meeting with the approval of its constituency. The total enrolment in October, 1923, was 331, distributed as follows: industrial department, 120; homemaking department, 17; commercial department, 190; and part-time pupils, 4.

A substantial addition has been made to the London Technical School to provide additional classroom accommodation and shop space.

In Ottawa an extra story is being added to the shop building to provide much-needed additional accommodation.

In Chatham the local school authorities are negotiating for the purchase of the Sanita hotel property and propose to make such changes in the building that it can be used for technical school purposes.

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In Owen Sound a large addition has been made to the Collegiate Institute for the purpose of providing accommodation for vocational classes. It is expected that the equipment will be in place, ready for the opening of classes, in September, 1924.

In Port Arthur a commercial department is to be established under the Vocational Education Act.

EVENING CLASS PROGRAMME

In the earlier days of the establishment of evening industrial classes in Ontario, it may have been thought that they formed merely an incidental feature in the development of a programme of technical education, and would have but a temporary period of prosperity.

It was thought that the chief function of evening classes was to repair the defects in the education of those who in their youth had been deprived of the privileges of an education, or had not availed themselves of such opportunities as were afforded them. The number of such persons who would realize defects in their education and who would have the ambition and tenacity to attend evening classes to repair them would be relatively small. In a few years most of these would have taken advantage of the opportunity to attend evening classes, and the number seeking admission to the classes would begin to diminish. If during these years the day school should function more and more effectively in the life of the community, the time would come, under this view of the function of evening classes, when there would be no longer any great demand for them.

The history of evening classes in Ontario during the last decade shows that this view was an incomplete one. Instead of becoming relatively less important, the evening class programme came to occupy an increasingly important place in the system of vocational education.

The evening class programme functions in a variety of ways in the education of those who have passed the compulsory school age. It affords opportunities to the following groups:—

1. Young folks and adults who have left school too early and who find that they need more education to succeed in their occupations.

2. Persons who are ambitious for promotion in their vocations and who find it necessary to become adept in the more difficult processes of their trades, or to become acquainted with the increasingly important volume of technical knowledge related to their trades. Effort must be made to keep pace with the developments of industry. In spite of the tendency towards large volume methods of production, the place of the skilled and informed workman is still secure.

3. Persons who find that on account of the changing conditions of industry under which some occupations are disappearing and new ones coming into existence, it is desirable to fit themselves for employment in a new field.

Evening class groups, since they are attending school voluntarily and with a definite and strong motive, are very much in earnest. From this point of view they are highly selected. The difficulties in teaching evening classes are not those of discipline. In spite of a rather high mortality in attendance, a large amount of excellent work is done every season.

The enrolment in most of the places where evening classes are carried on is evidence that they are performing a useful function and meeting with the approval of the public. Statistical records of evening class activities in other countries show that an enrolment of 20 per 1,000 of population is evidence that the evening class programme is functioning properly in the community. The records for 1922-23 show that in Ontario on the average the evening class enrolment was 39 per 1,000 of population.

TEACHER-TRAINING ACTIVITIES

The Summer School for the training of teachers of vocational subjects was carried on as usual during the summer of 1924.

The enrolment of teachers-in-training continues to increase, as shown in the following table:—

	1922	1923	1924
Men.....	30	51	70
Women.....	85	70	63
Totals.....	115	121	133

The course of study included:—

- (1) Principles of Teaching.
- (2) School and Class Management.
- (3) Special Methods of Instruction in Vocational Subjects.
- (4) Trade and Job Analyses.
- (5) Courses of Study.
- (6) Practice Teaching and Lesson Plans.
- (7) Shop Equipment.

In addition to this work the women had practical instruction in either dressmaking or in millinery.

A new feature of the work for 1923 was the study of the equipment needed for the kind of shop with which the teacher was concerned. This feature was added to the course of training to meet the needs of teachers who are called upon, often without previous experience in the selection of equipment, to give advice and leadership in the matter of shop equipment.

The present arrangement for training vocational teachers terminates in September, 1924. After this date the work will be done in the Ontario Training College for Technical Teachers, a new institution about to be established by the Department of Education in Hamilton. The new arrangement provides for a course of twenty weeks' training. Part I of the course will consist largely of lectures and theoretical work, and Part II will consist largely of observation work and practice teaching. The day and evening classes of the Hamilton Technical Institute will be used for the practice teaching.

The subjects of study will be:—

- English.
- Principles of Teaching.
- History, Principles and Problems of Vocational Education.
- School and Class Management and School Law.
- Trade Analyses and Courses of Study.
- Study of Industries.
- Methods of Teaching Industrial Subjects.
- Practice Teaching.
- Vocational Guidance.
- Shop Plans and Equipment.
- Mechanical Drawing.
- Costume Design.

SPECIAL DEVELOPMENTS

A substantial step forward in the matter of co-operation between the school and industry in training of apprentices has been taken in Hamilton. Arrangements have been made by Principal Gill, of the Hamilton Technical Institute, with the Canadian Westinghouse Company, and certain other firms, whereby the apprentices will attend the school four hours a week during the day and two hours a week in the evening. These apprentices include machinists, electric machinists, moulders, carpenters, pattern-makers, and glassworkers. At the school the apprentices will receive instruction in English composition, drafting and design, shop mathematics, and shop practice.

The number of apprentices being trained under this co-operative scheme is now fifty-four. Arrangements are being made to offer the advantages of the scheme to other trades. This scheme shows the kind of co-operation that must be established between the technical school and industry. In such a scheme the young apprenticed worker is afforded an opportunity to obtain an insight into the science, mathematics, and related knowledge underlying his trade, which under modern conditions of industry he can no longer obtain on the job, and at the same time to continue to some extent his general education. On the one hand, he will become a more skilled workman, and, on the other, a more intelligent citizen.

It should be added that the Hamilton Technical Institute has had for some time a similar arrangement with the local branch of the International Typographical Union, whereby printing apprentices receive instruction in their art at the school during certain specified hours for which they are paid by the employers. The number of apprentices in the printing trade is twenty-eight.

In Ottawa a co-operative scheme for making use of the facilities of the Technical School for the training of plumbers and steamfitters has been arranged between the master plumbers, the local union, and the school. Under the scheme apprentices and helpers attend evening classes for such instruction as they do not receive on the job. The City Inspection Department make use of the equipment of the school shop in conducting the examinations for civic licenses.

The printing department of the Ottawa Technical School provides for the part-time training of apprentices. By agreement between the Typographical Union and the two daily newspapers of the city, all apprentices are required to attend the Technical School as follows: "Beginning with the second year each apprentice shall be required to attend at least one session each week during the school term of the Ottawa Technical School, time being allowed for the same by his employer"

Still another co-operative relation between the school and industry has been established in Ottawa. The local Machinists' Trades Union asked that the school should organize special evening classes for the instruction of apprentices and helpers in the machine tool trades. The union requires all apprentices in the trade to attend these classes, and furnishes the management of the school with a list of the names of the men who should enroll. As this list contains only the names of persons actually in the trade, it is used as a preferred list in organizing the classes. This list is so large that not all who wish to come can be accommodated, and so there is a waiting list. The existence of this waiting list has a very good effect on the attendance of those who have been admitted to a class.

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Sarnia.....	Industrial, Technical and Home-making.....	146	115-32	5	321					147	196	343	13	7	11	9	20
St. Catharines.....	Commercial.....	192	172-26														
	Industrial, Technical and Home-making.....	107	83														
Sault Ste. Marie.....	Commercial.....	170	136			53	1,100			98	232	330	10		4	6	10
	Industrial, Technical and Home-making.....	81	54-7														
Stanford.....	Commercial.....	106	79-9			6	643			88	105	193	10		6	5	11
Sudbury.....	Commercial.....	60	44							5	55	60	3	2	1	4	5
	Industrial, Technical and Home-making.....	40	32-8														
Toronto—	Commercial.....	50	41-2	17	976	1	385			55	53	108	7	5	6	6	12
Central Technical.	Industrial, Technical and Home-making.....																
Riverdale Br. Tec.	Technical, Industrial and Home-making.....	1,570	1,207			1,141	181,601			1,350	1,361	2,711	7	7	56	22	78
High School Commerce.	Commercial.....	574	432			118	6,245			439	253	692	25	2	18	9	27
Weston.....	Industrial, Technical and Home-making.....	1,743	1,468							458	1,285	1,743	48		33	15	48
	Commercial.....	67	55														
	Industrial, Technical and Home-making.....	122	101	2	462	18	1,386			84	125	209	6	4	2	8	10
Windsor-Walkerville.	Commercial.....	279	233														
	Industrial, Technical and Home-making.....	430	379							333	376	709	26		15	11	26
	Commercial.....																
		9,153		1,319	176,673	2,347	314,427			5,875	6,924	12,799	379	82	281	180	461

ONTARIO—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

Name of School (1)	Total Number of Subjects (2)	Total Number of Classes (3)	Total Enrol- ment of all Classes (4)	Total Student- Hours (5)	Number of Pupils Enrolled			Teachers		
					Male (6)	Fe- male (7)	Total (8)	Male (9)	Fe- male (10)	Total (11)
Amherstburg.....	4	5	59	1,482	18	31	49	2	2	4
Barrie.....	8	10	153	11,172	32	82	114	4	2	6
Beamsville.....	5	5	51	2,180	15	36	51	3	3	6
Belleville.....	14	17	428	12,122	122	260	382	9	9	18
Brantford.....	13	27	1,153	17,964	386	712	1,098	13	6	19
Brockville.....	27	30	561	12,537	115	212	327	10	7	17
Burlington.....	4	5	73	3,846	10	63	73	2	3	5
Chatham.....	23	31	1,106	17,624	174	272	446	7	12	19
Cobourg.....	11	13	150	2,726	31	119	150	4	9	13
Collingwood.....	11	12	141	5,512	8	116	124	3	4	7
Dundas.....	14	13	308	7,588	47	83	130	4	5	9
Elmira.....	10	14	304	7,936	72	71	143	4	3	7
Espanola.....	4	4	91	2,944	36	30	66	1	3	4
Fairbank.....	8	9	543	9,376	95	91	186	6	3	9
Fort William.....	24	36	783	14,680	186	222	408	15	7	22
Galt.....	8	16	255	9,140	66	189	255	3	7	10
Goderich.....	7	15	258	6,072	14	244	258	4	3	7
Guelph.....	24	46	1,562	39,748	405	629	1,034	12	18	30
Haileybury.....	6	6	65	1,696	12	18	30	1	1	2
Hamilton.....	44	88	2,005	64,685	1,063	550	1,613	51	27	78
Hespeler.....	9	12	428	5,840	34	115	149	4	3	7
Ingersoll.....	8	8	114	3,120	59	37	96	5	2	7
Iroquois Falls.....	8	8	136	3,278	39	53	92	6	1	7
Kenora.....	8	7	109	3,886	57	52	109	4	3	7
Kitchener-Waterloo..	26	40	1,041	33,827	435	421	856	32	8	40
Lindsay.....	10	10	154	4,134	60	49	109	5	4	9
London.....	32	60	1,319	41,628	592	483	1,075	33	8	41
Midland.....	3	7	136	4,199	14	122	136	2	3	5
Niagara Falls.....	20	23	859	11,440	348	202	550	10	6	16
North Bay.....	16	26	548	12,130	130	130	260	7	7	14
Oshawa.....	10	13	252	10,232	127	125	252	5	6	11
Ottawa.....	37	209	6,592	147,583	1,306	3,251	4,557	31	56	87
Owen Sound.....	9	18	654	10,972	128	424	552	6	14	20
Pembroke.....	16	25	627	9,658	136	155	291	5	10	15
Perth.....	13	15	183	7,320	54	129	183	7	8	15
Peterborough.....	16	29	475	12,819	229	246	475	11	7	18
Port Arthur.....	17	20	288	11,760	121	135	256	10	6	16
Port Hope.....	8	8	95	5,266	32	63	95	4	6	10
Preston.....	16	17	457	11,646	53	134	187	4	6	10
Renfrew.....	7	9	172	6,880	30	142	172	2	7	9
Sarnia.....	24	29	634	22,488	307	263	570	14	6	20
St. Catharines.....	12	33	929	20,012	353	460	813	8	7	15
St. Thomas.....	14	19	482	19,028	173	309	482	7	7	14
Sault Ste. Marie.....	14	20	452	8,808	143	309	452	9	9	18
Smith's Falls.....	17	17	411	10,438	101	133	234	8	6	14
South Porcupine.....	4	4	81	1,324	45	1	46	2	0	2
Stratford.....	12	14	589	20,579	195	273	468	8	7	15
Sudbury.....	25	25	517	11,548	150	203	353	9	7	16
Swansea.....	4	4	77	1,560	19	23	42	1	2	3
Timmins.....	15	15	171	4,358	129	42	171	6	4	10
Toronto—Central										
Tech.....	66	288	8,266	306,108	3,084	3,213	6,297	114	57	171
Toronto—Riverdale..	39	74	3,324	114,050	1,056	1,064	2,120	43	20	63
Toronto—H.S. Com- merce.....	15	98	8,688	121,155	1,351	1,603	2,954	53	9	62
Vellore.....	1	1	36	1,130	36	0	36	1	0	1
Wallaceburg.....	6	7	129	4,872	40	78	118	3	2	5
Welland.....	18	19	350	9,088	127	110	237	8	3	11
Weston.....	11	18	339	10,774	100	184	284	6	5	11
Whitby.....	4	4	69	2,888	8	61	69	1	4	5
Windsor-Walkerville..	29	85	2,999	104,658	2,008	991	2,999	46	19	65
Woodstock.....	15	20	430	9,758	152	166	318	8	9	17
		1,760	53,661	1,423,816	16,468	19,984	36,452	712	488	1,194

SESSIONAL PAPER No. 26

ONTARIO COLLEGE OF ART

The following statistical report from the Ontario College of Art indicates the extent of the work being done in that institution. The college is operated by the Provincial Government through a council of twenty-three members appointed by the Lieutenant-Governor in Council, by art societies and by other bodies including the University of Toronto, Canadian Manufacturers' Association, Toronto Typothetae and the Toronto District Labour Council. The work of the school includes all branches of fine and applied art, instruction being given in such subjects as drawing, composition of pictures, architectural design and ornamentation, commercial design, painting, sculpture and clay modelling, interior decorating, applied design for jewellery, etc.

In addition to the four-year diploma course, special courses are given for graduates, school teachers, and public school pupils who show special ability in art. Evening classes are held each evening of the week except Saturday. An "Outdoor School" is conducted at Port Hope during the summer months for the study of landscape drawing and painting.

SUMMARIZED STATEMENTS OF ATTENDANCE AND TEACHERS IN ONTARIO COLLEGE OF ART FOR PERIOD OCTOBER, 1923, TO MAY, 1924

DAY CLASSES

Enrolment and Attendance							Teachers				
Full-time Classes		Part-time Classes		All Classes			Full-time	Part-time	Male	Female	Total
Total enrol- ment	Student Hours	Total enrol- ment	Student Hours	Male	Female	Total					
125	121,375	116	17,565	69	172	241	2	12	10	4	14

EVENING CLASSES

Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours	Number of Pupils			Number of Teachers		
				Male	Female	Total	Male	Female	Total
9	11	232	30,270	155	77	232	12	4	16

MANITOBA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

R. B. Vaughan

The year ending June 30, 1924, has shown very little change in the progress of vocational education in Manitoba. Courses in commercial work, practical arts for girls and engineering have been given in Winnipeg. A commercial course has been carried on in St. James and the home economics work has been continued in Tuelon, Stonewall, Virden, and St. Laurent.

It is to be regretted that the home economics classes so well begun in Portage la Prairie have been discontinued, due to an endeavour to reduce expenditure. The part-time classes in printing held at the Kelvin Technical High School, Winnipeg, have also been temporarily discontinued; with these exceptions the work has been much the same as during the previous year.

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The commercial and home economics courses continue to enjoy the most popularity in vocational work both in the day and evening classes. In the evening school the classes in electrical work have made a very favorable showing and the auto mechanics classes have maintained good attendance and enthusiasm. Other courses given include machine shop work, machine drawing, the steel square, industrial chemistry, etc. In the vocational evening classes a total enrolment of 1,539 was reached requiring the services of 43 teachers.

The following figures give a comparison of work for the year ending June, 1923, and June, 1924:—

	1923	1924
Number of day schools.....	11	11
Number of evening schools.....	3	3
Number of teachers in day schools.....	97	3 full time 98 part time
Number of teachers in evening schools.....	49	43
Total attendance, day schools.....	1,535	1,183
Total attendance, evening schools.....	1,950	1,539

The teacher-training classes had an enrolment of twenty-five and the work was carried on with enthusiasm and success. A number of those attending the previous year had already covered the work prescribed and were not required to attend the courses given during the past year.

The six weeks' course in home economics for girls was held at the Manitoba Agricultural College during July and August and was attended by sixteen girls. Provision has been made for a similar course next year during July and August, 1924, and also an advanced six weeks' course for those having completed the previous courses. Application for admission has been received for both these classes for the 1924 session.

During the year the Daniel McIntyre Collegiate Institute has been equipped to accommodate vocational classes for practical arts courses for girls and for commercial courses. In the home economics work one kitchen has been equipped with gas and the other with electricity. Very expensive and efficient equipment has been installed for millinery, dressmaking and laundering. No equipment has yet been installed for industrial classes and this seems somewhat indicative of the tendency in vocational education. The work in home economics and commercial work seems to be the most popular among students and also receives more general support from the public.

No legislation respecting vocational education has been passed during the year.

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MANITOBA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL SCHOOLS FOR PERIOD SEPTEMBER, 1923, to JUNE, 1924

Municipality and School	Department	Enrolment and Attendance						Total Enrolment all Classes				Teachers			
		Full-time Classes		Part-time Classes		Short-term and Special Classes		Male	Female	Total	Full-time	Part-time	Male	Female	Total
		Total Enrolment	Average Attendance	Total Enrolment	Student Hours	Total Enrolment	Student Hours								
Virden.....	Homemaking .....	.....	.....	68	6,173	.....	.....	.....	68	68	.....	1	.....	1	1
St. Laurent.....	" .....	.....	.....	31	3,219	.....	.....	.....	31	31	.....	2	.....	2	2
Teulon.....	" .....	.....	.....	22	2,857	.....	.....	.....	22	22	.....	1	.....	1	1
Stonewall.....	.....	.....	.....	45	1,643	.....	.....	.....	45	45	.....	1	.....	1	1
St. James.....	Commercial.....	41	22	.....	.....	.....	.....	14	27	41	.....	2	1	1	2
Winnipeg Schools—	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
St. Johns.....	Commercial.....	64	55	.....	.....	.....	.....	16	48	.....	.....	.....	.....	.....	.....
"	Homemaking.....	109	93	.....	.....	.....	.....	122	109	295	1	20	9	12	21
Kelvin.....	Commercial.....	67	63	.....	.....	.....	.....	18	49	.....	.....	.....	.....	.....	.....
.....	Homemaking.....	91	90	.....	.....	.....	.....	.....	91	158	1	17	4	14	18
Daniel McIntyre.....	Commercial.....	190	159	.....	.....	.....	.....	70	120	.....	.....	.....	.....	.....	.....
.....	Homemaking.....	82	75	.....	.....	.....	.....	.....	82	272	1	20	9	12	21
Isaac Newton.....	Commercial.....	89	73	.....	.....	.....	.....	34	55	89	.....	7	2	5	7
Lord Roberts.....	Homemaking.....	8	75	.....	.....	.....	.....	.....	8	.....	.....	.....	.....	.....	.....
.....	Commercial.....	16	11	.....	.....	.....	.....	4	12	24	.....	10	1	9	10
Machray.....	Commercial.....	88	80	.....	.....	.....	.....	29	59	88	.....	5	1	4	5
Lord Selkirk.....	Commercial.....	35	30	.....	.....	.....	.....	15	20	.....	.....	.....	.....	.....	.....
.....	Homemaking.....	15	14	.....	.....	.....	.....	.....	15	50	.....	12	1	11	12
Provincial Short Course for Girls	.....	.....	.....	.....	.....	16	2,400	.....	16	16	.....	1	.....	1	1
Totals.....	.....	1,017	.....	166	13,892	16	2,400	322	877	1,199	3	99	28	74	102

Teacher-training—Classes—Enrolment, 25; Teachers, 1.

MANITOBA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN
EVENING VOCATIONAL SCHOOLS FOR PERIOD SEPTEMBER, 1923, TO
JUNE, 1924

Municipality or School	Total number of subjects	Total number of classes	Total enrolment all classes	Total student hours (By clock)	Number of Individuals enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Winnipeg—										
Kelvin.....	34	67	1,285	30,910	763	522	1,285	16	9	25
St. John's.....			766	27,267	469	297	766	14	4	18
Totals.....	34	67	2,051	58,177	1,232	819	2,051	30	13	43

SASKATCHEWAN

REPORT ON VOCATIONAL EDUCATION

J. H. McKechnie, Chief Inspector

The cities of Moose Jaw, Regina, and Saskatoon continued their efforts in the field of vocational education along lines similar to those undertaken during the previous year. There was some slight expansion. In Saskatoon, vocational courses in day classes were undertaken in industrial work and in homemaking in both the Nutana and the Bedford Road Collegiates, with reasonable success. In Regina, short winter courses were given in motor mechanics and gas traction.

In Yorkton, all the girls in the Collegiate Institute spent from one and a half to three hours a week on general home economics (cooking, sewing, etc.), while in the third year, fifteen girls selected the household science option for their examinations for second class diplomas. The board was of the opinion that this work might not meet the requirements for grants under The Vocational Education Act and no request was therefore made.

Evening class work was not marked by any new developments. In Saskatoon, the work in motor mechanics and machine shop was temporarily suspended. The facilities provided at the University by joint arrangement with the city were not available during the year just closed.

Many in attendance at evening classes have no definite industrial pursuits in mind. Every centre of instruction throughout Canada reports a similar type of student. There seems to be a general tendency to tighten up the regulations in respect to those taking so-called "hobby" courses or who attend a winter term merely to make a hat or a dress. In Saskatchewan, those in charge of evening class work are being continually urged to meet the needs of the industrial worker or homemaker with definite and progressive courses of instruction. Up to the present, however, there seems to be no demand for any type of instruction not already provided.

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SASKATCHEWAN—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN VOCATIONAL SCHOOLS FOR PERIOD SEPTEMBER, 1923, TO JUNE 30, 1924.

DAY SCHOOLS

Municipality and School	Department	Enrolment and Attendance				Total Enrolment all Classes			Teachers				
		Full-time Classes		Short term and Special Classes		Male	Female	Total	Full-time	Part-time	Male	Female	Total
		Total enrol- ment	Average attende- ance	Total enrol- ment	Stud- ent hours								
Moose Jaw— Central C. I.....	Commercial.....	63	47.62	.....	.....	10	366	376	2	10	6	6	12
	*Home Economics	313	252.46	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Regina— Central C. I.....	Commercial.....	262	189	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Home Economics.	40	33.1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Industrial.....	27	22.3	18	9,450	141	206	347	13	.....	9	4	13
Saskatoon— Nutana C. I.....	Industrial.....	10	8.6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Home Economics.	15	10.6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Bedford Road C.I..	Commercial.....	109	99.91	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Home Economics.	8	7.2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Industrial.....	16	14.4	.....	.....	51	107	158	1	21	15	7	22
Totals.....	.....	863	.....	18	9,450	202	679	881	16	31	30	17	47

* General Course in Home Economics.

SASKATCHEWAN—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN EVENING VOCATIONAL SCHOOLS FOR PERIOD SEPTEMBER, 1923, TO JUNE 30,
1924

Municipality or School	Total number of subjects	Total number of classes	Total enrolment all classes	Total student hours (By clock)	Number of Individuals enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Moose Jaw— Vocational Building and Central C.I....	5	9	214	6,428	72	142	214	2	7	9
Regina— Central C.I.....	16	14	378	8,933	198	180	378	17	5	22
Saskatoon— Nutana C.I.....	5	6	100	3,036	21	79	100	2	6	8
Bedford Rd. C.I..	6	6	133	3,433	46	87	133	4	3	7
Totals.....	.....	35	825	21,830	337	488	825	25	21	46

ALBERTA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

W. G. Carpenter

The year 1923-24 has not been one of very marked progress in technical education in Alberta. Outside the cities there has been a falling off in the teaching of practical subjects both in the day and evening classes. Even in the cities there has been a tendency to reduce. Manual training and household science have been brought to the irreducible minimum. The only two centres in which these subjects are being taught are Calgary and Edmonton. These two

cities, with Lethbridge, are the only centres attempting anything in the line of commercial education. Again, they are the only two places in which any attempt is being made to give technical training in day classes. Drumheller, Nordegg, Camrose, and Hillcrest Mines may be added to the three centres named above giving any evening instruction during the year. This has been a falling-off which is regrettable. Notwithstanding the drop in the number of centres actually giving instruction, the total number of persons reached in these classes, both in the day and in the evening, has been increased.

In Edmonton, the Technical School has maintained itself very well, an additional teacher having been added to the staff during the year. In Calgary, amidst all the clamour for curtailment, no outcry was made against the Pre-vocational School. Attendance has been well maintained in the commercial classes both in Edmonton and in Calgary, and commercial graduates in good standing have had little difficulty in getting appointments. The Provincial School of Technology and Art has had a good year. An increasing interest has been evidenced towards the work being done there, and one of the classes has been so popular that attendance had to be refused quite a large number of applicants. This particularly applied to the course in industrial electricity.

Probably the reason for the falling-off in evening schools has been the attitude of the ratepayer towards taxation and the necessity for curtailment on the part of tax-levying bodies. The building industries have been stagnant for several years and there has been little or no demand for instruction in the various phases of these activities. In fact, because of the difficulty in getting employment at home, many workmen have migrated, leaving, in many cases, the families in the province while they went where steady occupation was to be found. This condition does not make it encouraging for the young people to prepare for a vocation that is so precarious. The situation in the mines during the past year has been unsatisfactory. The market for Alberta coal is causing operators and miners much concern. Wage disputes finally resulted in closing down the majority of the mines in the province and, as a result, both the attitude of the operators and the miners themselves is not very favourable towards educational work. With the fall and winter drawing near, there is no settlement of difficulties, and the prospect for improvement in mental attitude is none too bright. Since mining is the largest industrial pursuit and since the mining centres were the chief centres for evening instruction outside the cities in Alberta, this condition has seriously affected educational work in its technical aspect.

No changes were made in the regulations or in legislation affecting technical or vocational education. Provincial grants have not been paid to support those classes carried on in the evening that might be known as hobby classes. Such classes were basketry, woodworking, as a hobby or distinguished from a vocation, music, fine art, etc. With the knowledge that there would be no grant paid, some of these classes continued, those getting the service being willing to pay increased tuition fees to make up for the loss of grant.

There have been no new developments or building operations begun during the year. It has not been a year of expansion. It has rather been one of holding ground.

During the year a new Provincial Director of Technical Education was appointed in the person of W. G. Carpenter, of Edmonton. This official entered his dual position as Principal of the Provincial Institute of Technology and Art in Calgary and as Director of Technical Education for the Province, on January 1. During the balance of the year he has been studying the situation in the province with the view to making technical education effective and helpful to the citizens of Alberta. The office of the director has been moved from Edmonton to Calgary from which place the provincial organization will function in the future.

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For a period during the year, a wave of depression passed over the province which was not characteristic of Alberta or of Albertans. With the improvement in crop conditions and with a good price in prospect for grain, there has been a revival in spirits and the prospect for the future appears fairly bright. There are many inquiries for courses in the Technical Institute from all points in the province, and, while nothing startling is anticipated, it is expected that probably there will be a revival of interest in evening classes, and that next year Alberta will be able to give a better account of herself.

The attached tables give the details of attendance and expenditure for salaries for the two past years, both in day classes and in evening.

SESSIONAL PAPER No. 26

ALBERTA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS, FOR PERIOD JULY 1, 1923 TO JUNE 30, 1924

Municipality or School	Total number of subjects	Total number of classes	Total enrolment all classes	Total student hours (By clock)	Number of individuals enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
<i>Calgary No. 19—</i>										
Central H.S.....	7	6	111	9,911	74	37	111	7	.....	7
Commercial H.S....	3	5	193	9,994	52	141	193	4	1	5
Public Sch.....	2	3	70	4,560	50	20	70	3	.....	3
McDougall P.S.....	3	3	133	2,606	.....	133	133	.....	4	4
Edmonton No. 7....	33	157	2,270	43,129	584	913	1,497	20	9	29
Lethbridge No. 51..	4	6	156	5,009	60	96	156	3	1	4
Provincial Institute										
Calgary.....	9	9	255	8,414	233	22	255	9	.....	9
Canmore No. 168...	3	2	29	806	29	.....	29	2	.....	2
Drumheller No.										
2472.....	6	3	50	3,103	50	.....	50	3	.....	3
Hillcrest Mines No.										
1916.....	1	1	13	244	13	.....	13	1	.....	1
Nordeg No. 3211..	3	2	25	629.5	25	.....	25	2	.....	2
Totals.....		197	3,305	88,405.5	1,170	1,362	2,532	54	15	69

BRITISH COLUMBIA

REPORT OF THE PROVINCIAL ORGANIZER OF TECHNICAL EDUCATION

John Kyle

I have the honour to submit a brief report for the year from July 1, 1923, to June 30, 1924, on the work of technical education in the province of British Columbia.

TECHNICAL OR DAY VOCATIONAL SCHOOLS

Technical schools are organized in the cities of New Westminster, Trail, Vancouver, and Victoria.

The three-year courses of study in these schools embrace the following subjects:—

Technical Course for Boys

English, citizenship and economics, history, French or Latin, mathematics, applied mechanics, physics, chemistry, drawing and design, shopwork in wood, metal, and electricity, physical culture.

Household Science Course for Girls

English, citizenship and economics, history, French or Latin, mathematics, chemistry, physics, physiology, dietetics and cookery, needlework (dress-making and millinery), drawing, design and household art, vocal music, physical culture.

COMMERCIAL COURSE

(a) Secretarial.

(b) Accounting.

English, business correspondence and filing, arithmetic, book-keeping and accounting, commercial geography, shorthand, typewriting.

At the conclusion of the courses, examinations are held for the Technical Leaving Certificate, the Matriculation Certificate to the University, and the Commercial Certificate, all issued by the Department of Education.

The following table gives the number of students attending these technical courses:—

New Westminster.....	170 (Technical, Commercial, Home Economics)
Trail.....	24 (Technical only)
Vancouver.....	987 (Technical, Commercial, Home Economics)
Victoria.....	242 (Technical, Commercial)

Commercial Courses only

Kamloops.....	23
North Vancouver.....	67
Point Grey.....	42
Revelstoke.....	18
South Vancouver.....	80

Making a total of 1,653 students in day vocational classes.

NIGHT SCHOOLS OR EVENING VOCATIONAL SCHOOLS

Night schools are conducted in thirty-six cities and rural municipalities in the province and 5,044 students are attending. Two hundred and five individual teachers are engaged in the work of instruction.

TEACHER-TRAINING CLASSES IN TECHNICAL AND COMMERCIAL SUBJECTS

In order that efficient teaching may be conducted in day and evening vocational schools; training classes are organized with an attendance of eighty student-teachers and a staff of seven instructors. These classes meet either at night schools or on Saturdays, and at summer schools.

The standard of skill has been increased perceptibly through attendance at these classes and the various technical problems connected with classes for both boys and girls are usually thoroughly discussed.

CORRESPONDENCE CLASSES

Opportunities for study are given to coal-mine workers who wish to prepare for promotion. There is in this section a membership of one hundred and fifty-two students and a staff of two teachers.

The province is still handicapped by the financial situation, but the eyes of the school trustees are undoubtedly fixed on the work of technical education. The educational value of the studies is being better understood and freely recognized, so that the prospects of future growth is becoming well assured.

SESSIONAL PAPER No. 26

BRITISH COLUMBIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

Municipality and School	Department	Enrolment and Attendance		Total Enrolment all Classes			Teachers				
		Full-time Classes		Male	Fe- male	Total	Full- time	Part- time	Male	Fe- male	Total
		Total Enrol- ment	Average Atten- dance								
Kamloops.....	Commercial.....	23	22.5	.....	.....	23	1	3	3	1	4
New Westminster.....	Technical.....	90	83.6	.....	.....	170	8	1	5	4	9
	Home Economics.....	33	28.6	.....	.....				
	Commercial.....	47	42.2	.....	.....	67	2	.....	1	1	2
North Vancouver.....	Commercial.....	67	61.3	.....	.....	42	1	5	6	.....	6
Point Grey.....	Commercial.....	42	41.5	.....	.....	18	1	.....	3	2	5
Revelstoke.....	Commercial.....	18	16.26	.....	.....	80	2	3	3	1	4
S. Vancouver.....	Commercial.....	80	74.5	.....	.....	24	1	3	18	.....	18
Trail.....	Technical.....	24	23.4	.....	.....	987	13	4	7	10	17
Vancouver.....	Technical.....	383	321	.....	.....				
	Commercial.....	403	373	.....	.....	.....	1	10	6	5	11
	Home Economics.....	90	85.5	.....	.....	6	.....	4	2	6	5
	Junior High.....	111	100	.....	.....	242	4	1	5	.....	13
	Technical.....	85	78.3	.....	.....	.....	2	11	9	4	.....
Victoria.....	Commercial.....	157	151	.....	.....	.....	.....	.....	.....	.....	.....
Totals.....		1,653	1,502.66	.....	.....	1,653	60	41	70	31	101
Teacher Training classes.....		Enrolment 80		Teachers 7							
Correspondence Department.....		Enrolment 152		Teachers 2							

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BRITISH COLUMBIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

Municipality or School	Total number of subjects	Total number of classes	Total enrolment all classes	Total student hours (By clock)	Number of individuals enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Britannia Mines.....	9	12	218	3,825.5				9	1	10
Burnaby, Mun.....	10	16	275	13,669				9	5	14
Chilliwack, Mun.....	1	1	14	534				1		1
Crescent Valley.....	1	1	15	854				1		1
Cumberland, C.....	3	4	56	633				3		3
Esquimalt, Mun.....	1	1	13	300					1	1
Fernie, C.....	1	1	30	342					1	1
Fruitvale.....	1	1	17	219					1	1
Granby Bay.....	7	7	83	3,180.5				7	1	8
Grindrod.....	1	1	15	76				1		1
Kelowna, C.....	5	6	131	4,299				4	2	6
Keremeos.....	1	1	36	510					1	1
Langley, Mun.....	1	1	24	574						
Langford.....	1	1	19	202					1	1
Metchosin.....	1	1	22	346					1	1
Michel.....	1	1	25	1,200					1	1
Nanaimo, C.....	4	4	64					3	1	4
Naramata.....	1	1	17	2,061.7					1	1
Nelson, C.....	1	1	32	2,947.5				1		1
New Michel.....	1	1	13	978					1	1
New Westminster, C.....	18	24	369	9,392				18	4	22
Ocean Falls.....	4	4	42	731.5				4		4
Oyama.....	1	1	39	373					1	1
Penticton, Mun.....	9	11	168	5,683				7	6	13
Point Grey, Mun.....	2	3	35	743				1	2	3
Port Coquitlam, M.....	1	1	20	774				1		1
Powell River.....	2	2	18	1,026				1		1
Robson.....	1	1	34	902					1	1
Saanich, Mun.....	4	8	254	1,964					7	7
Sidney.....	1	1	16	334					1	1
Summerland, Mun.....	4	4	53	1,930.6				1	3	4
Surrey, Mun.....	4	2	57	1,348				2		2
Trail, C.....	4	9	236	8,911				3	2	5
Vancouver, C.....	30	46	1,506	70,290				28	10	38
So. Vancouver, M.....	7	20	356	9,636				6	11	17
Victoria, C.....	21	30	722	24,122				15	12	27
Totals.....		230	5,044	172,911.3				126	79	205

IX. DOMINION GOVERNMENT ANNUITIES

During the early years of the 20th century, there took place throughout the civilized world a distinct movement in favour of ameliorating the living conditions of the less well-off members of society. One form which this movement took in the United Kingdom was that of old age pensions granted by the State as a free gift to its poorer citizens, whose earnings were very generally insufficient to permit of a margin of saving. In Canada, where wages were higher and a margin of saving consequently existed, the movement took the form of providing, through the establishment of Government annuities, an absolutely safe investment for such savings, which had only too often been lost through the inexperience of their owners, leaving the latter a burden upon the charity of relatives or of the public.

Under the Government Annuities Act, 1908 (7-8 Edw. VII, c. 5), as amended by the Act of 1920, His Majesty the King, represented by the minister (at present the Minister of Labour), may sell to persons over the age of five years, domiciled or resident in Canada, immediate or deferred annuities of not less than \$50 nor more than \$5,000 (1) for the life of the annuitant; (2) for a term of years certain, not exceeding twenty years, or for the life of the annuitant, whichever period shall be the longer; and (3) an immediate or deferred annuity to any two persons domiciled in Canada during their joint lives, and with or without continuation to the survivor. The property and interest of any annuitant in any contract for an annuity is neither transferable nor attachable. The purchaser may contract that, in the event of the death of the annuitant before the date fixed for the annuity to begin, all money paid shall be refunded to the purchaser or his legal representatives with interest at the rate of 4 per cent compounded yearly.

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1924, the total number of annuity contracts issued was 6,056. Of the purchasers of these contracts 591 have been removed by death, leaving in force on March 31, 1924, 5,465 contracts. The total amount of purchase money received during the same period was \$8,147,634.39. The following statement gives the details:—

Sept. 1, 1908, to	Mar. 31, 1909,	66 contracts.....	\$	50,391 31
Mar. 31, 1909,	" 31, 1910,	566 "		434,490 89
" 31, 1910,	" 31, 1911,	1,069 "		393,441 40
" 31, 1911,	" 31, 1912,	1,032 "		441,600 60
" 31, 1912,	" 31, 1913,	373 "		417,135 50
" 31, 1913,	" 31, 1914,	318 "		390,886 72
" 31, 1914,	" 31, 1915,	264 "		314,765 29
" 31, 1915,	" 31, 1916,	325 "		441,696 09
" 31, 1916,	" 31, 1917,	285 "		432,272 40
" 31, 1917,	" 31, 1918,	187 "		332,792 01
" 31, 1918,	" 31, 1919,	147 "		322,154 23
" 31, 1919,	" 31, 1920,	204 "		408,718 78
" 31, 1920,	" 31, 1921,	195 "		531,800 45
" 31, 1921,	" 31, 1922,	277 "		748,159 73
" 31, 1922,	" 31, 1923,	339 "		1,028,353 07
" 31, 1923,	" 31, 1924,	409 "		1,458,975 92
Total.....		6,056	\$	8,147,634 39

During the fiscal year ending March 31, 1924, 217 immediate annuities and 192 deferred annuities, a total of 409, were purchased, amounting in the aggregate to \$174,574.35.

The amount of purchase money received during the same period was \$1,458,975.92.

The number of annuities in force on March 31, 1924, were as follows: Immediate, 1,588; deferred, 3,877, or a total of 5,465, and the amount of such annuities was \$1,545,401.07. The amount received on account of the purchase of annuities from September 1, 1908, to March 31, 1924, exclusive of amounts returned to purchasers, was \$8,147,634.39.

GOVERNMENT ANNUITIES FUND STATEMENT MARCH 31, 1924

ASSETS

Fund on March 31, 1923.....	\$ 5,892 604 63
Receipts 1923-4, less payments.....	1,270,367 01
Fund on March 31, 1924.....	\$ 7,162,971 64

LIABILITIES

Net present value of all outstanding contracts.....	\$ 7,162,971 64
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RECEIPTS

For immediate annuities.....	\$ 1,156,890 75
For deferred annuities.....	302,151 66
Interest on fund at 4 per cent.....	249,633 44
Amount transferred by Government to maintain reserve....	61,573 45
	\$ 1,770,249 30

PAYMENTS

Annuities paid under immediate contracts.....	\$ 476,256 00
Return of premiums with interest.....	23,402 80
Return of premiums without interest.....	223 49
Balance, March 31, 1924.....	1,270,367 01
	\$ 1,770,249 30

VALUATION ON MARCH 31, 1924, OF ANNUITY CONTRACTS ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT

	Number	Amount of Annuities	Total value on Mar. 31, 1924 of Annuities purchased
		\$ cts.	\$ cts.
1. Immediate annuities.....	1,017	382,294 54	3,052,397 00
2. Immediate, guaranteed.....	408	91,463 44	829,666 00
3. Immediate, last survivor.....	163	77,718 97	787,450 00
4. Deferred "A".....	1,215	281,106 41	700,099 28
5. Deferred "A", guaranteed.....	2,041	486,890 30	1,001,553 12
6. Deferred "A", last survivor.....	74	33,916 88	143,658 29
7. Deferred "B", last survivor.....	34	17,892 01	54,922 57
8. Deferred "B".....	513	174,118 52	593,225 38
Totals.....	5,465	1,545,401 07	7,162,971 64

X. LEAGUE OF NATIONS INTERNATIONAL LABOUR CONFERENCE

Mention has been made in previous annual reports of the Department of Labour of the establishment of the International Labour Organization of the League of Nations under the authority of the Treaties of Peace and of its objects, plan of organization, etc.; also of the matters which received attention at the first, second, third and fourth sessions of the conference held in Washington, D.C., October-November, 1919; Genoa, Italy, June-July, 1920; Geneva, Switzerland, October-November, 1921; and Geneva, October, 1922, respectively.

Following is a list of Draft Conventions and Recommendations which have been adopted at the successive annual sessions of the International Labour Conference, 1919-1924.

The Draft Conventions and Recommendations adopted at the first session (1919) are as follows:—

Draft Conventions (1) limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week; (2) concerning unemployment; (3) concerning the employment of women before and after childbirth; (4) concerning employment of women during the night; (5) fixing the minimum age for admission of children to industrial employment; (6) concerning the night work of young persons employed in industry.

Recommendations concerning (1) unemployment; (2) reciprocity of treatment of foreign workers; (3) the prevention of anthrax; (4) the protection of women and children against lead poisoning; (5) the establishment of government health services; (6) the application of the Berne Convention of 1906, on the prohibition of the use of white phosphorus in the manufacture of matches.

The agenda of the second session (1920) related exclusively to matters affecting seamen and the Draft Conventions and Recommendations adopted are as follows:—

Draft Conventions (a) fixing the minimum age for admission of children to employment at sea; (b) concerning unemployment indemnity in case of loss or foundering of the ship; (c) for establishing facilities for finding employment for seamen.

Recommendations concerning (a) the limitation of hours of work in the fishing industry; (b) the limitation of hours of work in inland navigation; (c) the establishment of national seamen's codes; (d) unemployment insurance for seamen.

The third session (1921) resulted in the adoption of the following Draft Conventions and Recommendations:—

Draft Conventions concerning (1) the age for admission of children to employment in agriculture; (2) the rights of association and combination of agricultural workers; (3) workmen's compensation in agriculture; (4) the use of white lead in painting; (5) the application of the weekly rest in industrial undertakings; (6) fixing the minimum age for the admission of young persons to employment as trimmers and stokers; (7) concerning the compulsory medical examination of children and young persons employed at sea.

Recommendations concerning (a) the prevention of unemployment in agriculture; (b) the protection, before and after childbirth, of women wage-earners in agriculture; (c) night work of women in agriculture; (d) night work of children and young persons in agriculture; (e) the development of technical agricultural education; (f) living-in conditions of agricultural workers; (g) social insurance in agriculture; (h) the application of the weekly rest in commercial establishments.

The fourth session (1922) resulted in the adoption of a Recommendation regarding the communication to the International Labour Office of statistical or other information regarding emigration, immigration and the repatriation and transit of emigrants. A proposed amendment to the Peace Treaties was also adopted by the conference providing for an increase in the membership of the Governing Body of the International Labour Office from 24 persons to 32. Of the 32 persons, 16 will be Government representatives, whilst the employers'

and workers' groups in the International Labour Conference will each be represented by 8 persons, chosen by the respective groups. Both the original article and the proposed amendment set forth that, of the persons representing governments, eight shall be chosen by the member states of chief industrial importance; other persons representing governments, numbering four under the original article and eight under the proposed amendment, shall be appointed by the members selected for that purpose by the Government delegates to the conference, excluding the delegates of the eight principal states mentioned above. The amendment further requires that, of the 16 Government representatives, 6 shall be drawn from non-European States. The question as to which are the members of chief industrial importance was left to the Council of the League of Nations, which, having adopted a classification placing Canada amongst the first eight member states of chief industrial importance, assures the Dominion Government of representation on the Governing Body similar to that which it has had since the inception of the International Labour Organization. Under the terms of article 422 of the Treaty of Peace, the proposed amendment of article 393, before going into force, will require to be ratified by the states represented on the Council of the League of Nations and by three-fourths of the members of the League of Nations.

The agenda of the fifth session (1923) comprised only one subject, namely, general principles for the organization of factory inspection. A Recommendation on this subject was adopted by the conference "Concerning the General Principles for the Organization of Systems of Inspection to Secure the Enforcement of the Laws and Regulations for the Protection of the Workers."

The sixth session (1924) resulted in the adoption of a Recommendation concerning the development of facilities for the utilization of workers' spare time. The conference approved also of the adoption of the following additional measures, which will, however, come up for final adoption at the 1925 session:—

Proposed Draft Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents.

Proposed Recommendation concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents.

Proposed Draft Convention concerning the weekly suspension of work for twenty-four hours in glass-manufacturing processes where tank furnaces are used.

Proposed Draft Convention on night work in bakeries.

CANADIAN DELEGATION, 1923

The Canadian delegation in attendance at the 1923 conference was as follows:—

Government Delegates.—Mr. Philippe Roy, Commissioner General for Canada in France; Miss Caroline Carmichael, President, National Council of Women of Canada.

Advisers.—Mrs. James Carruthers (Violet Markham) London, England; Mr. William C. Noxon, Agent-General for the Province of Ontario in London; Mr. Edward McGrath, Secretary of the Labour Office of the Province of Manitoba.

Employers' Delegate.—Mr. J. H. Sherrard, Chairman of the Board of Directors of Simmons, Limited, Montreal.

Workers' Delegate.—Mr. Tom Moore, President of the Trades and Labour Congress of Canada.

Of the 122 delegates to the conference, drawn from 42 countries, 74 were appointed on behalf of Governments, 24 on behalf of employers and 24 on behalf of workers. There were, besides, 70 technical advisers in attendance, of whom 38 were appointed on behalf of the Governments, 14 on behalf of the employers and 18 on behalf of the workers.

The conference elected as President, His Excellency Dr. Mineichiro Adatchi, Japanese Government delegate on the Governing Body of the International Labour Office. Messrs. H. Pfister (delegate of the Swiss Government), G. Olivetti (Italy, delegate of the employers), Leon Jouhaux (France, delegate of the workers), were elected Vice-Presidents. Monsieur Albert Thomas, Director of the International Labour Office, acted as Secretary-General of the conference.

CANADIAN DELEGATION, 1924

The Canadian delegation in attendance at the 1924 conference was as follows:—

Delegates representing the Government of Canada.—Mr. F. A. Acland, of Ottawa, King's Printer for Canada; Mrs. Charles H. Thorburn, of Ottawa, Vice-President of the National Council of Women.

Technical Advisers to the Government Delegates.—The Hon. R. W. Craig, K.C., of Winnipeg, Attorney General for Manitoba; Mr. W. C. Noxon, Agent General for the Province of Ontario in London, England; Mr. Pierre Beaulé, of Quebec, President of the Confederation of Catholic Workers of Canada.

Delegate representing the Employers of Canada.—Mr. Melville P. White, of the Canadian General Electric Company, Limited, Toronto, Ontario.

Technical Adviser to the Employers' Delegate.—Mr. H. W. Macdonnell, of the Canadian Manufacturers' Association, Toronto, Ontario.

Delegate representing the Workpeople of Canada.—Mr. Tom Moore, of Ottawa, President of the Trades and Labour Congress of Canada.

Technical Adviser to the Workpeople's Delegate.—Mr. W. L. Best, of Ottawa, Legislative Representative of the Brotherhood of Locomotive Firemen and Enginemen.

The conference consisted of 127 delegates with 155 advisers, making a total in attendance of 282. Sixty-nine of these were delegates appointed on behalf of Governments, 30 on behalf of employers and 28 on behalf of workers. There were besides 53 Government advisers, 44 employers' advisers and 5 substitute advisers and 53 workers' advisers.

The conference elected as President Mr. Hjalmar Branting, former Prime Minister of Sweden. Messrs. Agüero y Bethancourt (delegate of the Cuban Government), Robert Pinot (France, delegate of the employers), and Corneille Mertens (Belgium, delegate of the workers), were elected Vice-Presidents. Mr. Albert Thomas, Director of the International Labour Office, acted as Secretary-General of the conference.

The proposals emanating from the successive International Labour Conferences were received in due course by the Canadian Government and have been brought to the attention of the competent legislative authorities, as required by the treaty terms. It should be noted that certain of the proposals were regarded by the federal law officers as coming within Dominion jurisdiction, whilst others were deemed to be within provincial authority and were accordingly referred to the several Provincial Governments for attention.

Under the terms of the Treaties of Peace, each state adhering thereto is entitled to four delegates in the International Labour Conference, two of whom shall be Government delegates, and the two others shall be delegates representing respectively the employers and workpeople of the country, chosen in agreement with the industrial organizations, if such organizations exist, which are most representative of employers or workpeople, as the case may be, in the respective countries. Each delegate may be accompanied by advisers not exceeding two in number for each item on the agenda. It is also provided in the Treaties of Peace that the decisions of the conference may take the form of (a) a recom-

mendation to be submitted to the member states for consideration with a view to effect being given to it by national legislation or otherwise, or (b) a draft international convention for ratification by the member states. A two-thirds majority of the votes cast by the delegates is required for adoption of any recommendation or draft convention by the conference. The recommendations and draft conventions are afterwards transmitted through the Secretariat of the League of Nations to the different countries represented on the International Labour Organization for acceptance or otherwise. Each country is obliged under the treaties, within a period of one year at most from the closing of the conference, or, if it is impossible owing to exceptional circumstances to do so within one year, then at the earliest practicable moment and in no case later than eighteen months from the closing of the conference, to bring the respective recommendations or draft conventions "before the authority or authorities within whose competence the matter lies for the enactment of legislation or other action."

FEDERAL-PROVINCIAL CONFERENCE RELATIVE TO OBLIGATIONS OF CANADA UNDER LABOUR SECTIONS OF PEACE TREATIES

A conference of representatives of the Dominion Government and of the Provincial Governments was held in the Parliament Buildings, Ottawa, on September 24-26, 1923, for the consideration of the obligations of Canada arising out of the labour sections of the Treaties of Peace.

The meeting grew out of a resolution which was adopted at a Federal-Provincial conference which was held in September, 1922, and was called by the Prime Minister of Canada in conformity with the expressed wishes of the Provincial Governments. The object in view was to secure an exchange of views regarding the principles enunciated in the Treaties of Peace for the avoidance of labour unrest and also for consultation relative to various proposals for legislative action which have been adopted by the International Labour Conference (League of Nations) in the form of Draft Conventions and Recommendations and which have been deemed by the law officers of the Crown in Canada to deal with subjects within provincial legislative control. The Dominion Government was represented by Hon. James Murdock, Minister of Labour, who acted as chairman, and Hon. Ernest Lapointe, Minister of Marine and Fisheries. The following representatives were in attendance on behalf of the Provincial Governments:—

Nova Scotia.—Hon. E. H. Armstrong, Premier; Hon. D. A. Cameron, Provincial Secretary; Hon. James C. Tory, Minister without portfolio; Mr. W. B. MacCoy, K.C., Secretary, Industries and Immigration, Halifax.

New Brunswick.—Hon. C. W. Robinson, Minister of Lands and Mines; Mr. J. S. Martin, M.L.A., Chatham.

Quebec.—Mr. Louis Guyon, Deputy Minister of Labour.

Ontario.—Mr. J. H. H. Ballantyne, Deputy Minister of Labour.

Manitoba.—Mr. Edward McGrath, Secretary of the Bureau of Labour.

Saskatchewan.—Hon. J. G. Gardiner, Minister in charge of the Bureau of Labour and Industries.

Alberta.—Hon. Alex. Ross, Minister of Public Works and Labour; Mr. Walter Smitten, Commissioner of Labour.

The Governments of Prince Edward Island and British Columbia were not represented.

Since recognition is given in the Labour Sections of the Peace Treaties to the most representative organizations of employers and workpeople in the different countries represented in the International Labour Organization, it

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was agreed that an invitation should be extended to the Canadian Manufacturers' Association and to the Trades and Labour Congress of Canada, which have been recognized as the most representative organizations of employers and workpeople in Canada, to be represented in the present conference without power. Mr. Tom Moore, President of the Trades and Labour Congress, Mr. E. Blake Robertson, Ottawa, representative of the Canadian Manufacturers' Association, and Mr. H. W. Macdonnell, Secretary of the Industrial Relations Department of the Canadian Manufacturers' Association, Toronto, availed themselves of this invitation and participated in the discussion of the conference. An opportunity was also given, on request, to Mr. J. Clark Reilly, Secretary of the Association of Canadian Building and Construction Industries, to present, for the information of the conference, a plan which has been proposed by this association for the training of apprentices in the building trades.

Mr. Gerald H. Brown, Assistant Deputy Minister of Labour, attended the conference for the purpose of explaining the labour provisions of the Peace Treaties, and the proposals which have emanated from the International Labour Conference.

A memorandum of information was submitted showing the existing legislation of the provinces on these respective subjects, also indicating the action taken on these matters to date in other countries. A separate memorandum was also submitted to the conference dealing with the present position of the eight-hour day movement in Canada and other countries.

The conference opened with a discussion of the labour features of the Peace Treaties and of the respective jurisdiction of the Federal Parliament and of the provincial legislatures in relation to these matters. The formal agenda comprised twenty-one items in all. Unanimous resolutions were adopted on most of the items of the agenda, which were transmitted to the respective Provincial Governments for their attention.

CONFERENCE AGENDA AND RESOLUTIONS ADOPTED

Following is the agenda of the conference, together with the resolutions adopted on the respective items:—

PROPOSALS EMANATING FROM THE FIRST INTERNATIONAL LABOUR CONFERENCE

1. *Draft Convention limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week.*

The object of this Draft Convention is to secure the adoption of a maximum working day of eight hours and week of forty-eight hours for persons employed in public or private industrial undertakings.

No resolution was adopted on the subject, but it was agreed that the federal Department of Labour should proceed as promptly as possible to bring about an up-to-date survey, in order to ascertain the present position of the eight-hour day movement in industrial undertakings in Canada, the information obtained by the inquiry to be submitted to all the Provincial Governments for their consideration.

2. *Recommendation concerning unemployment.*

This Recommendation contains provisions prohibiting the operation of private employment offices, permitting the recruiting of bodies of workers in foreign countries by mutual agreement, providing for the introduction of a system of unemployment insurance and for the co-ordination of public works with a view to the avoidance of unemployment.

The following resolution was adopted on this subject:—

Resolved, that this conference concur in Article 1 of the Draft Recommendation concerning unemployment and notify the proper authorities accordingly, it appearing that all the Provincial Governments have adopted legislation to give effect to this Recommendation, except New Brunswick, which province has given assurance that, in view of the premises, similar legislation by that province will be considered at the next session of the legislature.

Article 2. Resolved that this conference is of the opinion that consistent recognition should be given to the intent of this Recommendation.

Article 3. No action taken.

Article 4. The conference concurs in this Recommendation.

3. *Draft Convention concerning the employment of women before and after childbirth.*

This Draft Convention makes special provision for the protection of women employed in industrial or commercial undertakings before and after childbirth.

The following resolution was adopted on this subject:—

Resolved, that in the opinion of this conference this matter is not a live question in Canada, and appears to be satisfactorily taken care of by local regulations.

4. *Draft Convention concerning the employment of women during the night.*

This Draft Convention forbids the employment of women at night in industrial undertakings. The term night signifies in this case a period of at least eleven consecutive hours, including the interval between 10 p.m. and 5 a.m.

The following resolution was adopted on this subject:—

Resolved, that in the opinion of this conference the provisions of the Draft Convention concerning the employment of women during the night be accepted as a basis for securing uniform legislation within each province.

5. *Recommendation concerning the protection of women and children against lead poisoning.*

This Recommendation proposes the exclusion of women and young persons under eighteen from employment from certain industrial processes.

The following resolution was adopted on this subject:—

Resolved, that we approve of the principle of the Draft Convention concerning the protection of women and children against lead poisoning, and suggest that the law officers of the Crown embody the same in the federal laws regarding white phosphorus; but if in their opinion this is not competent to the federal authority, the various provinces be requested to enact the necessary legislation.

6. *Draft Convention fixing the age for admission of children to industrial employment.*

This Draft Convention forbids the employment of children under fourteen in industrial undertakings.

The following resolution was adopted on this subject:—

Resolved, that the conference express concurrence in the subject matter of this Draft Convention, Hon. Mr. Robinson intimating on behalf of the Government of New Brunswick that the matter will be brought to their attention.

7. *Draft Convention concerning night work of young persons employed in industry.*

This Draft Convention forbids the employment of young persons under eighteen years of age at night in industrial undertakings. The term night signifies in this case a period of at least eleven consecutive hours, including the interval between 10 p.m. and 5 a.m.

The following resolution was adopted on this subject:—

Resolved, that a general survey be made by each of the provinces in co-operation with the federal Department of Labour regarding the scope of this Convention, and particularly the effect of Article 4 thereof, and that the result of this survey be submitted to a further conference and to the various provinces.

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PROPOSAL EMANATING FROM THE SECOND INTERNATIONAL LABOUR CONFERENCE

8. *Recommendation concerning the limitation of hours of work in the fishing industry.*

This Recommendation favours the adoption of legislation limiting the hours of work in the fishing industry in the direction of the eight-hour day and forty-eight hour week.

The following resolution was adopted on this subject:—

Resolved, that consideration of the Recommendation for limiting the hours of work in the fishing industry be deferred by this conference pending action that may be taken in regard to the eight-hour day in industry and commerce.

PROPOSALS EMANATING FROM THE THIRD INTERNATIONAL LABOUR CONFERENCE

9. *Recommendation concerning the prevention of unemployment in agriculture.*

This Recommendation recommends the consideration of various measures for the prevention of unemployment amongst agricultural workers.

The following resolution was adopted on this subject:—

Resolved, that the conference adopt this Recommendation and take such steps as may be necessary to secure a proper survey of the conditions existing in the several provinces in relation to these various specified items for the purpose of preparing a periodical report to the International Labour Office, showing the steps that have been taken in the various provinces to give effect to this Recommendation.

10. *Recommendation concerning the protection before and after childbirth of women wage-earners in agriculture.*

This Recommendation contains various proposals for the protection of women wage-earners employed in agricultural undertakings before and after childbirth.

The following resolution was adopted on this subject:—

Resolved, that this Recommendation is not one which has application to conditions in Canada.

11. *Recommendation concerning night work of women in agriculture.*

This Recommendation favours the adoption of measures to secure to women wage-earners employed in agriculture not less than nine consecutive hours' night rest.

The following resolution was adopted on this subject:—

Resolved, that the motion with respect to Recommendation No. 10 applies also to this Recommendation.

12. *Draft Convention concerning the age for admission of children to employment in agriculture.*

This Draft Convention forbids the employment of children under fourteen in agriculture, excepting outside school hours.

The following resolution was adopted on this subject:—

Resolved, that in the opinion of this conference this Draft Convention has but slight application to Canada as there is relatively little employment of children in agriculture, and the subject-matter of this Convention in so far as it is competent for the provincial legislatures to deal with it is covered by provincial laws in most of the provinces.

13. *Recommendation concerning night work of children and young persons in agriculture.*

This Recommendation advises the adoption of measures to secure to children under fourteen employed in agriculture not less than ten consecutive hours' night rest, and to young persons between the ages of fourteen and eighteen years not less than nine consecutive hours' night rest.

The following resolution was adopted on this subject:—

Resolved, that this Recommendation is not one which has application to conditions in Canada.

14. *Recommendation concerning the development of technical agricultural education.*

This Recommendation advises the development of vocational agricultural education.

The following resolution was adopted on this subject:—

Resolved, that the conference is of opinion that the requirements of this Recommendation, as to the first article, are met by the existing legislation in Canada and that the provinces on their part express their willingness to furnish reports for transmission to Geneva in accordance with the suggestion contained in the second article of the Recommendation.

15. *Recommendation concerning living-in conditions of agricultural workers.*

This Recommendation advises the adoption of measures to secure proper housing and accommodation for agricultural workers.

The following resolution was adopted on this subject:—

Resolved, that this conference place itself on record as approving of the principle of this Recommendation and agrees to bring to the attention of the respective governments any appropriate legislation to give effect to the same where practicable and possible.

16. *Draft Convention concerning the rights of association and combination of agricultural workers.*

This Draft Convention proposes that the same rights of association and combination should be granted to agricultural workers as to industrial workers.

The following resolution was adopted on this subject:—

Resolved, that the Draft Convention concerning the rights of association and combination of agricultural workers is met in Canada since no statute in this country forbids their association and combination for lawful purposes.

17. *Draft Convention concerning workmen's compensation in agriculture.*

This Draft Convention proposes that workmen's compensation laws should be made applicable to those employed in agriculture.

The following resolution was adopted on this subject:—

Resolved, that this Draft Convention be referred to the Federal Government to the different provinces for further consideration and a survey, with the understanding that the Federal Government will transmit to the several provinces the results of the survey.

18. *Recommendation concerning social insurance in agriculture.*

This Recommendation advises that agricultural workers should enjoy the same benefits as workers in industry and commerce under any laws which are passed providing for insurance against sickness, invalidity, old age and other similar social risks.

The following resolution was adopted on this subject:—

Resolved, that in the opinion of the conference action on this Recommendation be deferred until such time as the conditions referred to are made applicable to workers in industry and commerce.

19. *Draft Convention concerning the use of white lead in painting.*

This Draft Convention contemplates the prohibition of the use of white lead in the external painting of buildings, subject to certain enumerated exceptions.

The following resolution was adopted on this subject:—

Resolved, that the provinces take steps to make a survey concerning the use of white lead in painting.

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MINIMUM WAGE LAWS

Certain proposals relative to the desirability of uniformity and co-ordination among the several provincial minimum wage laws had been included in the conference agenda, at the request of the Minimum Wage Board of Ontario. A resolution was adopted on this subject in the terms following:—

That this conference commends to the earnest and early consideration of the various provinces the matter of the adoption of uniform minimum wage laws for female workers.

WEEKLY REST IN INDUSTRY AND COMMERCE

The conference also considered the proposals contained in a Draft Convention of the International Labour Conference (1921) providing for a weekly rest in industry and a Recommendation to the same effect applicable to work in commercial establishments. It was explained that both these proposals related to matters which were regarded as within Dominion jurisdiction.

Following a discussion of these subjects a resolution was adopted by the conference in the terms following:—

Resolved, that this conference approves of the principle of the Draft Convention and suggests that the Federal Government take such steps as may be necessary to ensure ratification after consultation with the attorneys general of the various provinces.

GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

Four meetings of the Governing Body of the International Labour Office were held during the past fiscal year as follows: April 10-13, 1923; June 12-13, 1923; October 15-18, 1923; and January 29-31, 1924. These meetings were held in Geneva, Switzerland. The Governing Body is charged with the general oversight of the International Labour Conference and also prepares the agenda of the annual conference. The Governing Body is composed of twenty-four members, of whom twelve are Government representatives, six employers' representatives, and six workers' representatives. Of the twelve Government seats, one is held by the Government of Canada. Hon. James Murdock, Minister of Labour, who is the Canadian Government representative on the Governing Body, was unable to attend any of the meetings which were held during the past year, but Mrs. James Carruthers (Violet Markham) acted as substitute at the meetings in April, June, and October, and Mr. Philippe Roy substituted at the meeting in January. Mr. Tom Moore, President of the Trades and Labour Congress of Canada, is one of the six labour representatives on the Governing Body. These six representatives were chosen from among the labour group in attendance at the International Labour Conference in 1922.

The Department of Labour is entrusted with the duties arising out of the relations of Canada with the International Labour Organization. These have entailed much correspondence, not only with the International Labour Office, but also with other departments of the Dominion Government, with the provinces and with employers' and workers' organizations. Replies have also been prepared in the Department of Labour to various questionnaires which were circulated on behalf of the International Labour Office. The performance of these duties has necessarily entailed a close study on the part of officers of the department of the various technical questions which have figured on the various conference agenda and meetings of the Governing Body and of questionnaires received from the International Labour Office.

A bulletin entitled "Canada and the International Labour Conference" was issued by the Department of Labour in February, 1922, for the purpose of furnishing information in reference to the International Labour Organization and the subjects which have received attention at the hands of this body.

ACTION TAKEN IN VARIOUS COUNTRIES

The following figures summarize the results attained in the execution of the Draft Conventions and Recommendations adopted by the International Labour Conference:—

I. Ratifications

Number of ratifications communicated	136
Number of cases in which ratification has been authorized by the competent authority but has not yet been communicated.....	23
Number of cases in which ratification has been recommended to the competent authority	135

II. Application

Legislative measures adopted, introduced or prepared with a view to the application of Conventions or Recommendations.....	181
--	-----

III. Legislative Activity

General total of measures for ratification and application.....	475
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DOMINION OF CANADA

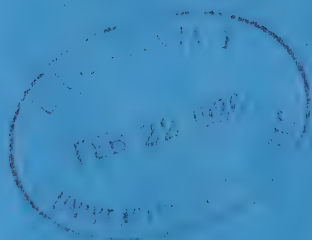
REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

Fiscal Year ending March 31, 1925



OTTAWA
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1926

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1926

*To General His Excellency the Right Honourable Lord Byng of Vimy, G.C.B.,
G.C.M.G., M.V.O., Governor General and Commander in Chief of the
Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1925, all of which is respectfully submitted.

JAMES MURDOCK,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1925

To the Hon. JAMES MURDOCK,
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ending March 31, 1925.

In many respects the fiscal year was not as favourable as the period 1923-24. More unemployment was reported each month than in the corresponding months of the previous year, and the index number of employment averaged a declension of nearly two points, denoting a slackness in Canadian manufacturing industries. During the last quarter, however, a slight improvement in employment was evidenced, which, though not pronounced, contrasted with a downward tendency noticeable at the same period in the past four years. Revenue suffered from a decline in imports, but exports remained at a high level throughout the year, and a large favourable balance of trade was shown for the fiscal year of \$284,429,106. According to statistics of building permits in 60 Canadian cities, building construction was slightly less active than in 1923 or 1922, although the situation was better than in 1921 or 1920. Lower agricultural yields during 1924 than in 1923 were offset by the recovery of prices, the total value of all field crops exceeding the 1923 figure by \$96,009,700. The cost of living as reflected in the departmental statistics showed the lowest figure since 1917, the reduction from last year being in food and fuel. Wages rose slightly in practically all trades, save steam railways, which remained unchanged, and coal mining, which declined.

Industrial disputes did not show as good a record as in 1923. Although there were fewer disputes and not quite so many employees involved as in either of the two preceding years, the time loss in man working days was much greater than in 1923 and nearly as great as in 1922. Strikes of coal miners were largely responsible for this situation, 87.8 of the total time loss being charged to the coal mining industry, and one strike alone, that of 7,000 coal miners in Alberta and southeastern British Columbia, which lasted from April to October, causing a time loss of over one million working days.

INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

From the inception of the Industrial Disputes Investigation Act on March 31, 1907, down to the close of the fiscal year 1924-25, there were referred under its provisions 638 disputes, in each of which the applicants for a Board of Conciliation and Investigation had stated under oath that a strike or lockout was believed to be imminent and that further negotiations of a direct character were useless. Boards were established in 450 cases. In all but 37 of the cases dealt with, either a direct working agreement was effected or the situation as between the employer and the workers was so modified as to obviate the danger of the threatened strike and no cessation of work occurred.

During 1924-25 nine boards only were established out of 22 cases dealt with under the Act. The number of boards established was the lowest during the life of the statute, the next smallest figure being in 1915-16, a war period.

It will be remembered that during the fiscal year 1923-24 the Industrial Disputes Investigation Act faced an attack in the courts of Ontario. A Board of Conciliation and Investigation under its provisions had been established in August, 1923, by the Minister of Labour to deal with a dispute between the Toronto Hydro-Electric System and its electrical workers, members of the Canadian Electrical Trades Union, Toronto Branch. The management of the system, the Toronto Electric Commissioners, had contended that, as the system was controlled by a municipality the provisions of the Industrial Disputes Investigation Act did not apply, and that the statute invaded provincial rights and was unconstitutional. An interim injunction had been obtained from Mr. Justice Orde, of the High Court Division of the Supreme Court of Ontario, but the trial judge, Mr. Justice Mowat, had intimated his dissent from the view taken by Mr. Justice Orde and had directed the action to be heard by a Divisional Court. The view of the majority of the First Appellate Division of the Ontario Supreme Court had upheld Mr. Justice Mowat's decision.

Early in the present fiscal year the Toronto Electric Commissioners obtained permission to carry the case direct to the Judicial Committee of the Privy Council, by whom it was heard in the month of November. The personnel of the Judicial Committee was as follows: Viscount Haldane, Lord Dunedin, Lord Atkinson, Lord Wrenbury, and Lord Salvesen, and their judgment, which was delivered by Viscount Haldane on January 20, 1925, sustained the appeal of the Toronto Electric Commissioners and pronounced the measure to be beyond the competence of the Federal Government. The principle underlying the Act was not impugned, but only the right of the Dominion Government to legislate in fields which the Judicial Committee declared to belong, under the provisions of the British North America Act, to the provincial legislatures.

The decisions of the Ontario courts, including the judgment of the Appellate Division, which was delivered on April 22, 1924, were printed in full in the last annual report. The text of the judgment of the Judicial Committee of the Privy Council referred to above will be found in chapter I of the present report.

A volume was issued by the department in March, 1925, containing a full account of the legal proceedings in this case and including the texts of the judgments of the various Ontario courts and of the Judicial Committee of the Privy Council, the cases for the several parties as presented before the Judicial Committee, the argument before the Judicial Committee, and other correlated data.

AMENDMENTS TO INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The disallowance of the Industrial Disputes Investigation Act was received with a general feeling of regret, and in many quarters the necessity was stressed of continuing the service which the statute had rendered to the advantage of the whole country during eighteen years. At the ensuing parliamentary session, amendments to the Act were introduced by the Minister of Labour which asserted the federal authority in cases where the jurisdiction of the Dominion Parliament applies and excluded works that lie exclusively within the legislative competence of the provinces. The enterprises coming under federal jurisdiction were enumerated in the amending measure as including works carried on in connection with navigation and shipping; lines of steam or other ships, railways, telegraphs, canals, ferries, and other works extending beyond any one province; works operated by aliens; works declared to be for the general advantage of Canada or for the advantage of two or more of the provinces; and works of any company incorporated under the authority of the Parliament of Canada. The application of the Industrial Disputes Investigation Act was also defined

in the Bill as extending to any dispute which the Governor in Council may in apprehended national emergency declare to be subject to the provisions of the Act, and to any dispute within the exclusive legislative jurisdiction of the provinces which a province, by legislation, makes subject to the provisions of the Act.

While the amending Bill was before the House of Commons certain clauses were added with the object of making clearer the original intent of the Industrial Disputes Investigation Act in certain respects. These additional clauses were identical with the changes embodied in a Bill to amend the Act which was before Parliament at the two preceding sessions and which was dropped on each occasion because of alterations made by the Senate which proved unacceptable to the House of Commons.

The amending Bill, with the clauses mentioned in the preceding paragraph incorporated therein, passed both Houses of Parliament and became law on June 12, 1925. The parliamentary proceedings took place chiefly after the close of the fiscal year, but, in view of the importance of the new legislation, a statement on the subject is included in the chapter relating to the Industrial Disputes Investigation Act.

COMBINES INVESTIGATION ACT, 1923

The annual statement of proceedings under the Combines Investigation Act, which is required to be laid before Parliament, comprises a chapter of the present report. This legislation, which furnishes effective machinery for investigating combines, mergers, trusts and monopolies operating to the detriment of the public interest, became law during the parliamentary session of 1923 and was placed under the Minister of Labour for general administration. A statement was included in last year's report setting forth the representations and inquiries relative to the Act which had reached the department during the first seven months of its existence. Mention was also made of an investigation of a preliminary nature which had been initiated in connection with a combine alleged to exist among jobbers, brokers and other dealers in fruit and vegetables in British Columbia and elsewhere, resulting in the control of prices to the detriment of producers and consumers. Early in the present fiscal year Mr. Lewis Duncan, of Toronto, was appointed a commissioner under the provisions of the Act to inquire into this alleged combine. The commissioner conducted a most searching inquiry, and his interim report, dated February 18, 1925, disclosed a combine of jobbing and brokerage houses operating against the interests of the Canadian public, "including in that term producer, consumer and trade opposition." The conclusions and recommendations of the commissioner will be found at page 56. Shortly after the close of the fiscal year the attorneys-general of the provinces affected, namely, British Columbia, Alberta, Saskatchewan, and Manitoba, offered to co-operate with the federal authorities in prosecuting those responsible for the unlawful combine.

In October, 1924, Mr. David Campbell, K.C., of Winnipeg, was appointed a commissioner to investigate an alleged combine of retail and wholesale coal dealers and coal mine owners. This combine, it was claimed, had acquired control of the purchase and sale of coal in the provinces of Manitoba and elsewhere, to the injury of the consumer. The commissioner in his report stated that, while the methods of the Retail Coal Dealers' Association of Winnipeg might lead to abuse, the prices fixed by them did not appear to have reached a point where they could be considered unreasonable or unfair, and, as to the Western Canada Fuel Association, his conclusion was that the association, in its activities in endeavouring to limit or prevent unfair competition, had not operated to the detriment of or against the best interests of the public.

An investigation was also instituted by the Registrar towards the close of the year into an alleged combine in connection with the marketing of the potato crop of New Brunswick.

EMPLOYMENT OFFICES CO-ORDINATION ACT

At the close of the fiscal year 1924-25 sixty-five employment offices were operating under the Employment Offices Co-ordination Act. Applications for employment registered at these offices during the year totalled 501,574, and the aggregate number of persons placed in employment was 340,819.

A new section covering specifically employment work on behalf of partially disabled veterans of the Great War was inserted in uniform agreements which were concluded under the Employment Offices Co-ordination Act with all the provinces excepting Prince Edward Island. The specialized work of endeavouring to find suitable employment for employable handicapped ex-service men whose disabilities were due to war service had been taken over from the Department of Soldiers' Civil Re-establishment during the previous year, the work in question being covered by supplementary agreements; these were, however, signed by five only of the provinces. The federal-provincial agreements for 1924-25 embodied the principle of recognizing the provincial employment offices as the media through which disabled veterans might secure employment, and all of the eight co-operating provinces signed the agreement and undertook to make special efforts to find, through the instrumentality of the existing offices of the Employment Service, employment for ex-soldiers who were partially disabled as a result of their war service.

INTERNATIONAL LABOUR ORGANIZATION

Canada has the honour of being one of the eight states of chief industrial importance in the membership of the International Labour Conference entitled to seats on the Governing Body, i.e., the executive of the conference. The Canadian Government representative, the Hon. James Murdock, Minister of Labour, finding it impracticable during the past two years to attend personally the sessions of the Governing Body, which are held at intervals of approximately three months, it has been necessary at each meeting to designate a person to act as substitute. During the fiscal year 1924-25 the following substitutes were appointed: at the meeting of April 8-10, 1924, M. Philippe Roy; at the meeting of June 12-13, 1924, Mr. F. A. Acland; at the meeting of October 9-11, 1924, Prof. O. D. Skelton, and at the meeting of January 8-10, 1925, Hon. H. S. Béland.

In view of the disadvantage under which Canada labours in fulfilling the duties devolving on her as a member of the League of Nations, which include official representation by three delegates at each meeting of the Assembly of the League, by two delegates at each annual or special meeting of the International Labour Office, and by a representative at the quarterly meetings of the Governing Body mentioned above, the appointment was authorized by the Government of Canada in the month of December, 1924, of an Advisory Officer resident in Geneva, Switzerland, the headquarters and customary place of meeting of these organizations. It was considered that the appointment would ensure greater permanency and continuity of representation at the meetings in question and would increase the efficiency of Canada's representation. The position was filled by the appointment on January 1, 1925, of Dr. W. A. Riddell, former Deputy Minister of Labour for the Province of Ontario and who had held an important post on the staff of the International Labour Office from 1920.

The 1925 session of the International Labour Conference was held in Geneva, the Government delegates being Mr. H. H. Ward, of Ottawa, Deputy Minister of Labour for Canada, and Dr. W. A. Riddell, Geneva, Switzerland, Dominion of Canada Advisory Officer (League of Nations). Four conventions and four recommendations were adopted by the conference as follows:—

Conventions and Recommendations adopted provisionally in 1924 and submitted for final vote:

(1) Equality of Treatment for National and Foreign Workers as regards Workmen's Compensation for Accidents.—Convention adopted by 125 to 0. Recommendation adopted by 128 to 0.

(2) Night Work in Bakeries.—Convention adopted by 81 to 26.

Other Conventions and Recommendations:

(3) Workmen's Compensation for Accidents.—Convention adopted, final vote, by 83 to 8. Two Recommendations adopted, final votes, 79 to 24; 85 to 18.

(4) Compensation for Occupational Diseases.—Convention adopted, final vote, 89 to 6. Recommendation adopted, final vote, 98 to 3.

A proposed draft convention providing for weekly suspension of work in glass manufacturing processes where tank furnaces are used was passed provisionally in 1924, but did not receive the required two-thirds majority vote requisite to its final adoption in this year's conference and therefore failed of adoption.

In addition resolutions were adopted on compensation for occupational diseases and on general problems of social insurance, as well as on several other questions which did not appear on the formal agenda.

When the construction of a new building to house the International Labour Office was decided upon at the Third Assembly of the League of Nations, the hope was expressed that every member of the League would contribute to the structure by gift of building materials, by ornaments, or by works of art, representing the most characteristic forms of national production. In view of the fact that the vast forests of Canada are among its most valuable resources and cause it to rank as one of the great lumber producing countries of the world, and the kindred industries of woodworking being amongst its principal manufactures, the Dominion Government, on June 23, 1924, authorized the donation of the doors on the main floor of the building. The doors are to be made in Canada by Canadian workmen and of Canadian wood, in accordance with plans furnished by the architect, and a suitable tablet, commemorative of the gift and referring to the Canadian materials employed in their manufacture, will be placed in the vestibule.

It is believed that this material evidence of Canadian participation in the great work of the International Labour Organization will bring encouragement to those who are engaged in the work, and that, when the edifice is completed, the materials and workmanship of the doors will attract favourable attention to the Canadian resources and industries represented in their manufacture.

NATIONAL CONFERENCE REGARDING WINTER EMPLOYMENT

A conference was held in Ottawa on September 3 and 4, 1924, on the initiative of the Government of Canada, for the purpose of devising means for the regularization of industrial employment, having regard particularly to building and other out-of-door work during the winter season. Attending the conference were representatives of the Federal and Provincial Governments, the principal municipalities, the Canadian Manufacturers' Association, the Association of Canadian Building and Construction Industries, the two trans-continental railways, the Trades and Labour Congress of Canada, and important union organizations in the building trades.

A comprehensive survey of the situation was made by those in attendance and several resolutions embodying their views were adopted unanimously, which it was hoped would lead to the systematic co-operation of all public authorities and others interested in creating and maintaining a reasonable volume of employment during the winter months.

The conference placed itself on record as opposed to assistance in the form

of money or doles, and favoured the encouragement of work of some description in every locality, with special consideration to work of a permanent nature, such as building, construction, etc.

It was also the view of the conference that certain classes of work, which in the past had been discouraged during the winter season, could with perfect safety and economy be undertaken throughout Canada.

"LABOUR GAZETTE" AND SPECIAL DEPARTMENTAL PUBLICATIONS

The *Labour Gazette* was published regularly in English and French during the year, the average monthly circulation of the two editions being 7,649.

Reports dealing with (1) Labour Organization, (2) Organization in Industry, Commerce and the Professions, and (3) Labour Legislation, were also published as usual covering the calendar year 1924.

The fourteenth annual report on Labour Organization in Canada, being for the calendar year 1924, contains comprehensive information concerning the nature of the organizations with which Canadian workers are allied, and includes complete statistics of organized labour in Canada. At the close of 1924 there were 2,429 branches of labour organizations operating in Canada, with a reported and estimated membership of 260,643.

The fourth report on Organization in Industry, Commerce and the Professions in Canada gives full information in regard to employers' organizations and serves as a companion volume to the department's annual report on Labour Organization. Associations numbering 1,325 are recorded in this volume, being an increase of 97 over the preceding year. There are 733 main organizations, with 592 branches, and the aggregate reported membership is 1,033,131 as compared with 861,933 in the last report.

The report on Labour Legislation in Canada for the calendar year 1924 gives the text of the laws affecting labour enacted during the past year by the Dominion Parliament and by the legislatures of the several provinces. This publication constitutes the fourth annual supplement to the volume entitled "Labour Legislation in Canada as existing on December 31, 1920," which contained a compilation of all labour laws enacted up to that date.

The department also issued the seventh and eighth reports in its Wages and Hours of Labour Series, these two reports giving figures as to wages and hours of labour of various classes of trades and occupations in Canada from 1920 to 1924.

Three special bulletins dealing with the organization and use of vocational school libraries were prepared by the Technical Education Branch and sent to Canadian schools. Also a list of books for use in circulating libraries on vocational education was compiled in co-operation with the provincial officials and distributed to every province.

At the request of the National Council of Women, which embraces numerous women's organizations in the cities and towns of Canada, the Dominion Government published, also under the authority of the Minister of Labour, a pamphlet respecting the "Legal Status of Women in Canada," as shown by extracts from Dominion and provincial laws relating to naturalization, franchise, crime, marriage, divorce, property, devolution of estates, mothers and children, employment, and other subjects.

OTHER BRANCHES OF WORK

Gratifying progress was made throughout Canada during the year in promoting technical education. There was a noticeable improvement in the quality of the work in every province, and the enrolment and attendance showed a continued increase in the number of pupils in day schools. The amount paid from federal grants under the Technical Education Act during the school year was \$830,476.77.

The advertising campaign with respect to Dominion Government annuities which had been maintained with marked success during the second half of the fiscal year 1923-24 was renewed in the fall of 1924. Purchase money for annuities received during the fiscal year ended March 31, 1925, reached the high figure of \$1,606,665.03. On March 31, 1925, there were 5,862 annuity contracts in force, and purchase money received from the date of the inception of the Annuities Branch, September 1, 1908, up to and including March 31, 1925, amounted to \$9,754,299.42.

An amendment to the Annuities Act of 1908 was enacted at the 1925 session of Parliament reducing the minimum annuity purchasable under the Act from \$50 to \$10. The main purpose of the amendment was to enable employers to purchase outright annuities of \$10 or more as gifts or bonuses for employees who had been with them for many years.

The regular functions of the department in collecting and publishing statistics as to prices, cost of living, wages, industrial disputes, and industrial accidents, were continued throughout the year.

I have the honour to be, sir,

Your obedient servant,

H. H. WARD,

*Deputy Minister of Labour and Registrar
of Boards of Conciliation and Investigation*

DEPARTMENT OF LABOUR, Ottawa.

1. INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

EIGHTEENTH ANNUAL REPORT OF PROCEEDINGS, BEING FOR THE FISCAL YEAR ENDING MARCH 31, 1925

INTRODUCTORY NOTE

The uncertainty prevailing during the year as to the outcome of the legal proceedings which had been instituted in August, 1923, by the Toronto Electric Commissioners concerning the constitutionality of the Industrial Disputes Investigation Act, 1907, undoubtedly affected proceedings under the Act generally and the department was handicapped to a certain extent in applying its provisions. The Toronto Electric Commissioners had questioned the right of the Dominion Parliament to enact the statute and the case had been heard by various Ontario courts whose decisions were printed in the report for the fiscal year 1923-24. The result of the litigation was not known until January 20, 1925, when judgment in the matter was delivered by the Judicial Committee of the Privy Council. This judgment, which declared the Act as it stood to be beyond the competence of the Dominion Parliament, was received with much concern by those in Canada interested in the maintenance of industrial peace and the improvement of relations between employers and employees. The difficulties created by the judgment were, however, overcome by the passage during the 1925 session of Parliament of amendments limiting the application of the Industrial Disputes Investigation Act to matters not within the legislative jurisdiction of any province. The statute is therefore still applicable to industrial disputes in such enterprises as come clearly within the purview of the Dominion Government. Although the parliamentary proceedings occurred mainly after the close of the fiscal year, it is thought desirable, in view of the importance of the new legislation, to include a brief statement on the subject in the present chapter.

The most difficult situation during the year in connection with proceedings under the Act arose in the case of the dispute in the coal mining fields of Nova Scotia, in which a board was in course of establishment when judgment adverse to the validity of the statute was rendered by the Judicial Committee of the Privy Council. Although the board proceeded to Cape Breton, it was powerless to function save with the joint consent of both parties, and accordingly attempted only a friendly offer of assistance. The miners, however, repudiated the board, refusing to give evidence or enter into negotiations, and the board was compelled to report its inability to take effective action.

In the following pages will be found the tables usually presented with this report. The number of applications for the establishment of Boards of Conciliation and Investigation under the Industrial Disputes Investigation Act reaching the department during the fiscal year ended March 31, 1925, was 19. Three cases were carried over from the preceding year, making 22 cases in all dealt with during the fiscal period under review. Nine boards only were established.

One strike occurred after reference of the dispute to a Board of Conciliation and Investigation, that, namely, involving the coal miners of Nova Scotia, and, as mentioned above, the board in this case commenced its proceedings following the Privy Council decision. It is a matter of regret that the avenue of escape from this industrial warfare, with all its attendant suffering and loss, which would have offered had the board been vested with sufficient authority to conduct an investigation on the usual former lines, was closed.

Four of the applications received during the year were caused by disputes affecting workers in commercial and press telegraph services. In one case an adjustment of the dispute was effected with the aid of a departmental officer and board procedure was unnecessary. Three boards were established, two dealing with disputes between the Canadian National Telegraphs and Canadian Pacific Railway Company's Telegraphs and their respective employees being commercial telegraphers and in each of which settlements were reached between the parties concerned. The third case, involving telegraphers employed by the Canadian Press, was more troublesome. The minister authorized the establishment of a board immediately upon receipt of an application from the employer, but the labour organization to which the employees belonged had ordered a strike for the following day and refused to withdraw the instruction. The strike lasted ten days, the men returning to work at the instance of the Minister of Labour, who prevailed upon them to refer the dispute to the Board of Conciliation and Investigation which had been already authorized and to name a person to represent them as board member. The findings of the board were put into effect by the Canadian Press and no further difficulty was encountered.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned from April 1, 1924, to March 31, 1925; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1925; (iii) showing by fiscal years, 1907-1925, number of disputes dealt with; (iv) showing by calendar years, 1907-1925, number of disputes dealt with, and (v) containing statistical summary of operations under the statute for the fiscal year ended March 31, 1925.

I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1924, TO MARCH 31, 1925

Industries affected	Number of applications for Boards received*	Number of Boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication and other public utilities—			
(1) Mines—			
Coal.....	3	2	1
(2) Transportation and communication—			
(a) Steam railways.....	4	2	0
(b) Street and electric railways.....	4	0	0
(c) Shipping.....	1	1	0
(d) Telegraphs.....	4	3	0
(3) Miscellaneous—			
Light and power.....	3	1	0
II. Disputes not falling clearly within the direct scope of the Act.	3	0	0
Total.....	22*	9	1

*Including three cases left over from preceding year, as stated below.

The proceedings under the Act during the year include three cases in which certain proceedings had taken place during the preceding year, namely, disputes between (1) Toronto Electric Commissioners and certain of their employees being linemen, groundmen and others concerned in the work of power transmission and distribution and being members of the Canadian Electrical Trades Union, Toronto Branch; (2) Cities of Port Arthur and Fort William and their employees in street railway service, members of Division No. 966, Amalga-

mated Association of Street and Electric Railway Employees of America, and (3) various shipping companies trading to the port of Montreal, P.Q., and certain of their employees being members of the Syndicated Longshoremens of the port of Montreal.

II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO MARCH 31, 1925

Industries affected	Number of applications for Boards received	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work—		
(1) Mines—		
(a) Coal.....	71	10
(b) Metal.....	20	5
(c) Asbestos.....	1	0
(2) Transportation and communication—		
(a) Steam railways.....	192	7
(b) Street and electric railways.....	105	7
(c) Express.....	11	1
(d) Shipping.....	32	0
(e) Telegraphs.....	21	1
(f) Telephones.....	7	0
(3) Miscellaneous—		
(a) Light and power.....	24	3
(b) Elevators.....	1	0
(4) War work.....	30	1
II. Disputes not falling clearly within the direct scope of the Act.....	123	2
Total.....	638	37

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in the yearly summary. A closer examination will, however, show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during the fiscal year. The figures of the yearly statement include, therefore, disputes carried over from the previous year and which are counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken of the number of applications received during the year and thus brought within the purview of the statute.

III. TABLE SHOWING BY FISCAL YEARS, 1907-1925, NUMBER OF DISPUTES DEALT WITH

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	1923-1924	1924-1925	Total
Number of applications.....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	19	638
Number of boards granted.....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	9	450
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	2	0	1	37

(The remark following Table II applies equally to apparent discrepancies as between the above summary by fiscal years and yearly summaries of proceedings.)

IV. TABLE SHOWING BY CALENDAR YEARS 1907-1925, NUMBER OF DISPUTES DEALT WITH

	1907* 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925† 3 mos.	Total
Number of applications.....	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	22	2	638
Number of boards granted....	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	10	0	450
Number of disputes where strike not averted (or ended)	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	0	0	1	37

*The Act became law on March 22, 1907, so that the proceedings cover nine months only.

†To the end of the financial year, March 31.

(The remark following Table II applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER, FROM APRIL 1, 1924, TO MARCH 31, 1925

I.—MINES, AGENCIES OF TRANSPORTATION AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister, under Section 8, Sub-section 1, of the I. D. I. Act, on recommendation from the party concerned.
2. Appointed by the Minister, under Section 8, Sub-section 2, of the I. D. I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister, under Section 8, Sub-section 3, of the I. D. I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 8, Sub-section 4, of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING AND SMELTING INDUSTRY

COAL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Men;	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
July 16, 1924	Various coal operators, members of the Northern Alberta Coal Operators Association, and certain of their employees being members of the Edmonton and District Miners' Federation.	Employees...	Edmonton, Beverly and Clover-Bar, Alberta.	Approx. 600 dir.; 1,000 in winter season.	For standardization of day wages rates involving increased wages at some mines; also certain changes in working conditions.	James Smith, (c) 4; R. G. Driman, (e) 1; Percy John Rowe, (m) 1.	July 29, 1924	Aug. 22, 1924	The Board was unanimous in its report, which later formed the basis of agreements between the various coal operators and employees concerned.
Informal application by wire Sept. 20; Oct. 6, 1924	Western Fuel Corporation of Canada, Limited, and its underground coal miners (unorganized).	Employees...	Nanaimo, B.C.	900 dir.; 525 indir.	Wages				Shortly after informal application by telegram had reached the department the dispute was amicably adjusted by direct negotiations and when the formal application was received the services of a board were not therefore required.
Informal application by wire Dec. 31, 1924; Jan. 3, 1925.	Dominion Coal Company, Limited, Nova Scotia Steel and Coal Company, Limited, and Acadia Coal Company, Limited, and their employees being members of District No. 26, United Mine Workers of America.	Employees...	Cape Breton, Pictou and Cumberland Counties, N.S.	12,500	Wages	J. H. Winfield, (c) 3; W. E. Thompson, (e) 1; Dr. J. W. Robertson, (m) 2.	Jan. 23, 1925	Feb. 12, 1925	The employees declined to appear before the board, which, in virtue of the decision of the Judicial Committee of the Privy Council declaring the I. D. I. Act as it stood to be unconstitutional, attempted only a friendly offer of assistance to both parties. The board's efforts by way of mediation were ineffectual and the employees ceased work on March 6, the strike being still in existence at the close of the fiscal year.

(2) TRANSPORTATION AND COMMUNICATION

(a) STEAM RAILWAYS

May 19, 1924	Roberval - Saguenay Railway Company and certain of its employees being assistant agents, telegraph operators, railway conductors, locomotive engineers, firemen, brakemen and helpers on steam and electric railways, motormen, cleaners, maintenance-of-way employees, etc., members of the National Catholic Syndicate of Employees of the Roberval-Saguenay Railway Company.	Employees...	Chicoutimi, P.Q....	80.....	Wages, hours and working conditions.	Louis J. Demers, K.C. (c) 4; F. X. Gosselin, (x) 1; Arthur Frenette, (x) 1.	July 21, 1924	Dec. 29, 1924	The report was unanimous and contained recommendations as to settlement of the dispute. No strike occurred.
June 28, 1924	Canadian National Railways and certain of its employees in the Transcona Shops being machinists, blacksmiths, carmen, boilermakers, moulders, electricians, etc., members of the One Big Union and unorganized workers.	Employees...	Transcona, Man....	Approx. 4,000	Alleged dismissal of two employees on account of certain union affiliation.				This dispute was not deemed to be within the scope of the I. D. I. Act for adjustment and no board was established. No strike occurred.
July 3, 1924	Canadian Pacific Railway Company and certain of its employees being foremen, checkers, coopers, truckers, etc., employed on the Montreal wharf, represented by and members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Montreal, P.Q.....	300.....	For increased wages.				Through the efforts of a representative of the department negotiations between the disputants were resumed and a settlement reached without board procedure. The application was withdrawn by the employees.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Continued*(2) TRANSPORTATION AND COMMUNICATION—*Continued*(a) STEAM RAILWAYS—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (M) Men;	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
July 22, 1924	Canadian Pacific Railway Company, Western Lines, and certain of its employees being clerks, freight handlers, baggage-men, storemen, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	C.P.R. Western Lines.	2,000 dir.; 2,500 indir.	For increased wages and changed working conditions.	Hon. Mr. Justice R.M. Damskous, (c) 3; Travers Stettman, (e) 1; David Campbell, (M) 1.	Sept. 3, 1924	Nov. 7, 1924	The report was signed by the three board members, Mr. Stettman dissenting, however, respecting certain points. The award was accepted by the employees, but not by the company. Renewed negotiations resulted in an amicable agreement.

(b) STREET AND ELECTRIC RAILWAYS

Mar. 17, 1924	Cities of Port Arthur and Fort William and their employees in street railway service, members of Division No. 966, Amalgamated Association of Street and Electric Railway Employees of America.	Employees...	Port Arthur and Fort William, Ont.	75 dir.; 85 indir.	For increased wages...	Hugh M. Piper, (c) 3; James Preston Jones, (e) 1; John Richard Pattison, (M) 1.	Mar. 22, 1924	April 8, 1924	The award, which was unanimous, was in the form of a proposed agreement. Advice was later received that the findings were acceptable to the parties concerned.
May 31, 1924	Montreal Street Railway Company and certain of its employees being members of Division No. 790, Amalgamated Association of Street and Electric Railway Employees of America.	Employees...	Montreal, P.Q.	3,200 dir.; 52,000 indir.	For increased wages...	.....	.....	.....	After the application had been received a representative of the department intervened and through his mediation negotiations between the disputants were renewed. An agreement was reached and board procedure was rendered unnecessary.

July 2, 1924	Nipissing Central Rail- way and certain of its employees being mot- ormen, conductors, brakemen, shop and shed men and linemen, members of Division No. 700, Amalgam- ated Association of Street and Electric Railway Employees of America.	37.....	For increased wages.....	At Minister's suggestion further direct negotiations took place, which resulted in a settlement being reached without board procedure.
Sept. 24, 1924	Canadian National Elec- tric Railways and cer- tain employees being members of the Inter- national Brotherhood of Electrical Workers, International Associa- tion of Machinists, Brotherhood of Rail- way Carmen, and In- ternational Brother- hood of Blacksmiths and Helpers.	100 dir.; 115 indir.	Request for agreement of employing conditions and rates of pay. Inter- union dispute involved	O'ing to the company already having an agreement with an organization representing the class of employees concerned and an inter-union dispute being involved, there was, in the Minister's view, no good ground for the establish- ment of a board.

(c) SHIPPING

March 31, 1924	Various Shipping com- panies trading to the Port of Montreal, P. Q., and certain of their employees being mem- bers of the Syndicated Longshoremen of the Port of Montreal.	3,000.....	Against employees' de- mand for increased wages.	The report was signed by the chair- man and Mr. Rose, and contained recommendations as to settlement of the dispute. Advice was later received that these recommenda- tions were acceptable to both the employers and employees con- cerned. Mr. Buiold submitted a minority report.
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(d) TELEGRAPHS

July 4, 1924	Canadian Pacific Rail- way Company and cer- tain of its employees in commercial telegraph service, members of the Commercial Tele- graphers' Union of America.	1,000 dir; 4,200 indir.	For increased wages and revision of rates.	The chairman and Mr. Phippen sub- mitted as their finding a schedule of rates, which they recommended for adoption. Their respective reasons for the finding were set forth in statements accompanying the report. A minority report was received from Mr. Simpson. The company indicated its willingness to accept, as a settlement of the matters in dispute, the recom- mendations contained in the ma- jority report, which were, however, rejected by the employees. Re- newed negotiations between the parties resulted in an amicable agreement.
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STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued

(2) TRANSPORTATION AND COMMUNICATION—Concluded

(d) TELEGRAPHS—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (E) Employer; (M) Men;	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
July 4, 1924	Canadian National Telegraphs and certain of its employees in commercial telegraph service, members of the Commercial Telegraphers' Union of America.	Employees....	Lines of C.N. Telegraphs.	1,500 dir.; 4,500 indir.	For increased wages and revision of rules.	R. Home Smith (c) 3; Hon. F. H. Phippen, K.C. (E), I; James Simpson (M), I.	Sept. 16, 1924	Jan. 14, Jan. 14, 1925	The chairman and Mr. Phippen submitted as their finding a schedule of rules, which they recommended for adoption. Their respective reasons for the finding were set forth in statements accompanying the report. A minority report was received from Mr. Simpson. The company indicated its willingness to accept, as a settlement of the matters in dispute, the recommendations contained in the majority report, which were, however, rejected by the employees. The renewed negotiations between the parties resulted in an amicable agreement.
Sept. 10, 1924	The Canadian Press and press telegraphers in its employ, members of Canadian Press System Division No. 32, Commercial Telegraphers' Union of America.	Employer.....	Dominion of Canada	77.....	Wages.....	Colin G. Snider, K.C. 3; E. Norman Smith (a), I; G. O'Donoghue, K.C. (a), I.	Sept. 29, 1924	Nov. 27, Nov. 27, 1924	Immediately upon receipt of the application the Minister of Labour authorized the establishment of a board. The employees had, however, already voted to strike, and a walkout occurred on September 11. On September 21 the Minister of Labour prevailed upon the employees to refer the dispute to the board already authorized, and work was resumed the following day. The report was signed by all three members of the board. Mr. O'Donoghue dissenting, however, respecting a certain point. The board's award was, it is understood, put into effect by the Canadian Press.
Jan. 17, 1925	Marconi Wireless Telegraph Company of Canada, Limited, and certain of its employees, being wireless telegraphers, members of Canadian Marconi	Employees.....	Louisburg, N.S.....	350.....	Against dismissal of an employee.				A representative of the department visited the locality and investigated the situation in connection with the dispute. The application was subsequently withdrawn by the employees.

Wireless System Division No. 59, Commercial Telegraphers' Union of America.

(3) MISCELLANEOUS

LIGHT AND POWER

June 25, 1923	Toronto Electric Commissioners and certain of their employees being linemen, groundmen and others concerned in the work of power transmission and distribution and being members of the Canadian Electrical Trades Union, Toronto Branch.	Employees....	Toronto and vicinity	412 dir.; 325 indir.	For increased wages and changed working conditions.	Colin G. Snider, K.C. (c); F. H. McGuigan (s); J. G. O'Donoghue, K.C. (s); I.	Aug. 1, 1923	Feb. 23, 1925	The board met in Toronto in August, 1923. Application was made by the Toronto Electric Commissioners to the Supreme Court of Ontario for an injunction to restrain the board from proceeding with its inquiry on the grounds that the provisions of the I.D.I. Act did not, under federal jurisdiction, extend to municipal employees and that the statute was unconstitutional. Proceedings of the Conciliation Board were stayed by an interim injunction granted on Aug. 29, 1923, by Mr. Justice Orde, of the High Court Division. A permanent injunction was, however, on December 15, 1923, refused by the trial judge, Mr. Justice Mowat. Owing to his having dissented from the opinion of a judge of co-ordinate authority, Mr. Justice Mowat referred the case to one of the appellate divisions of the Supreme Court of Ontario, by which, on April 22, 1924, it was dismissed, leave to appeal to the Judicial Committee of the Privy Council in England being then granted the Toronto Electric Commissioners. The judgment of the Lords of the Judicial Committee, delivered by Viscount Haldane on January 20, 1925, reversed the decision of the Ontario Appellate Division and declared the I.D.I. Act not to be within the competence of the Dominion Parliament under the terms of Section 91 of the British North America Act. The Board of Conciliation and Investigation met in February, 1925, and prepared a report setting forth the circumstances which prevented it from proceeding with its inquiry.
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STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Concluded*(3) MISCELLANEOUS—*Concluded*LIGHT AND POWER—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Men;	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
June 6, 1924	Corporation of the City of Winnipeg and certain of its employees being linemen employed in the Hydro-Electric Department.	Employees...	Winnipeg, Man....	30.....	Request for abolition or modification of agreement governing appointment in the city's service.	.....	.....	.....	Consent to the establishment of a board was refused by the city authorities and in view of the fact that litigation was in progress in the case of a board which had been constituted to deal with a dispute involving the Hydro-Electric Commission of the City of Toronto and its electrical workers (see above), no board was established in this case.
June 9, 1924	Corporation of the City of Moose Jaw and certain of its employees being members of Local Union No. 2, Moose Jaw Brotherhood of Steam and Operating Engineers, and Local Union No. 802, International Brotherhood of Electrical Workers.	Employees...	Moose Jaw, Sask....	30.....	For increased wages....	James Smith, (c) 4; N. J. R. Craig, (e) 1; William G. Baker, (m) 1.	June 27, 1924	July 15, 1924	The report was signed by the chairman and Mr. Baker and contained recommendations as to settlement of the dispute. Mr. Craig submitted a minority report. An adjustment was later effected based on a compromise between the majority and minority reports.

II.—DISPUTES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

May 1924	Corporation of the City of Ottawa and certain of its employees being fire fighters, members of Local No. 162, International Association of Fire Fighters.	Employees....	Ottawa, Ont.....	169 dir. 10 indir.	For increased wages....	.....	.....	.....	As a result of departmental mediation negotiations between the disputants were renewed and an adjustment effected without board reference. The application was withdrawn by the employees.
May 1924	Kennedy Taxis, Limited, and Bramsons' Auto Service, Limited, and certain of their employees being	Employees....	Montreal, Que.....	700 dir. 1,000 indir.	For increased wages, changed working conditions and union recognition.	.....	.....	.....	In this case a board could be established only by mutual consent, and, the employers consent being refused, no board was established.

Jan. 19, 1925	<p>taxi cab drivers and chauffeurs, members of the Montreal Chauffeurs' Protective Association</p> <p>Federal Department of Marine and Fisheries</p> <p>and certain of its employees, being radio telegraphers, members of Canadian Radio Division No. 65, Commercial Telegraphers' Union of America.</p>	Employees.	See Canada of Canada 70 dir. 12 indir.	For increased wages and changed working conditions.	<p>In view of the fact that the Civil Service Commission was, under the provisions of the Civil Service Act, authorized to deal with matters affecting salaries of Civil Servants (including the class of employees here concerned), and that the points in dispute were receiving the attention of the Commission, no action was taken by the Department of Labour.</p>
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VALIDITY OF INDUSTRIAL DISPUTES INVESTIGATION ACT

As mentioned in the report for the fiscal year ending March 31, 1924, litigation arose during that period as the result of the refusal of the Toronto Electric Commissioners to recognize the authority of a Board of Conciliation and Investigation established under the provisions of the Industrial Disputes Investigation Act to deal with a dispute between the commissioners in question and certain of their employees being linemen, groundmen and others concerned in the work of power transmission and distribution and being members of the Canadian Electrical Trades Union, Toronto Branch. The texts of the judgments of the various Ontario courts in this case appeared in the Annual Report of the Department for the fiscal year ending March 31, 1924. These included (1) the judgment of Mr. Justice Orde of the High Court Division of the Supreme Court of Ontario, granting an interim injunction on August 29, 1923, restraining the Board of Conciliation and Investigation from interfering with the business of the commission and from exercising any of the powers conferred on such a board by sections 30 to 38 of the Industrial Disputes Investigation Act, thus limiting it to an investigation of a voluntary nature; (2) the judgment dated December 15, 1923, of Mr. Justice Mowat of the same court, who refused a permanent injunction, and (3) the judgment of the First Appellate Division of the Supreme Court of Ontario, delivered on April 22, 1924, by Mr. Justice Ferguson and concurred in by Mr. Chief Justice Mulock, Mr. Justice Smith, and Mr. Justice Magee, together with the dissenting judgment of Mr. Justice Hodgins. The majority decision of the Appellate Division sustained Mr. Justice Mowat's finding and upheld the constitutionality of the Industrial Disputes Investigation Act.

The counsel for the Toronto Electric Commissioners appealed the decision of the First Appellate Division of the Supreme Court of Ontario to the Judicial Committee of the Privy Council in England, by whom the case was heard in the month of November, 1924. The Judicial Committee was composed of Viscount Haldane, Lord Dunedin, Lord Atkinson, Lord Wrenbury and Lord Salvesen. The judgment of the Lords of the Judicial Committee, delivered by Viscount Haldane on January 20, 1925, reversed the decision of the majority of the Ontario Appellate Division and declared the Industrial Disputes Investigation Act in its then existing form to be ultra vires of the Dominion Parliament on the ground that it encroached upon the rights given the provinces under the provisions of the British North America Act.

TEXT OF JUDGMENT OF THE JUDICIAL COMMITTEE OF THE PRIVY COUNCIL

Following is the text of the judgment of the Judicial Committee of the Privy Council:—

The Toronto Electric Commissioners, Appellants, v. Colin G. Snider and others, Respondents, and The Attorney-General of Canada and the Attorney-General of Ontario, Interveners, from The Appellate Division of the Supreme Court of Ontario.

Judgment of the Lords of the Judicial Committee of the Privy Council, delivered the 20th January, 1925.

Present at the Hearing: Viscount Haldane, Lord Dunedin, Lord Atkinson, Lord Wrenbury, Lord Salvesen.

(Delivered by Viscount Haldane.)

It is always with reluctance that their Lordships come to a conclusion adverse to the constitutional validity of any Canadian statute that has been before the public for years as having been validly enacted, but the duty incumbent on the Judicial Committee, now as always, is simply to interpret the British North America Act and to decide whether the statute in question has been within the competence of the Dominion Parliament under the terms of section 91 of that Act. In this case the Judicial Committee have come to the conclusion that it was not. To that conclusion they find themselves compelled, alike by the structure of section 91 and by the interpretation of its terms that has now been estab-

lished by a series of authorities. They have had the advantage not only of hearing full arguments on the question, but of having before them judgments in the Courts of Ontario from which this appeal to the Sovereign in Council came directly. Some of these judgments are against the view which they themselves take, others are in favour of it, but all of them are of a high degree of thoroughness and ability.

The particular exercise of legislative power with which their Lordships are concerned is contained in a well-known Act, passed by the Dominion Parliament in 1907 and known as The Industrial Disputes Investigation Act. As it now stands it has been amended by subsequent Acts, but nothing turns, for the purposes of the question now raised, on any of the amendments that have been introduced.

The primary object of the Act was to enable industrial disputes between any employer in Canada and any one or more of his employees, as to "matters or things affecting or relating to work done or to be done by him or them, or as to the privileges, rights and duties of employers or employees (not involving any such violation thereof as constitutes an indictable offence), relating to wages or remuneration, or hours of employment, sex, age or qualifications of employees, and the mode, terms and conditions of employment; the employment of children or any person, or classes of persons; claims as to whether preference of employment should be given to members of labour or other organizations; materials supplied or damage done to work; customs or usages, either general or in particular districts; and the interpretation of agreements. Either of the parties to any such dispute was empowered by the Act to apply to the Minister of Labour for the Dominion for the appointment of a Board of Conciliation and Investigation, to which Board the dispute might be referred. The Act enabled the Governor in Council to appoint a Registrar of such Boards, with the duty of dealing with all applications for reference, bringing them to the notice of the Minister, and conducting the correspondence necessary for the constitution of the Boards. The Minister was empowered to establish a Board when he thought fit, and no question was to be raised in any Court interfering with his decision. Each Board was to consist of three members to be appointed by the Minister, one on the recommendation of the employer, one on that of the employees, and the third, who was to be Chairman, on the recommendation of the members so chosen. If any of them failed in this duty the Minister was to make the appointment. The department of the Minister of Labour was to provide the staffs required. The application for a Board was to be accompanied by a statutory declaration showing that, failing adjustment, a lockout or strike would probably occur.

The Board so constituted was to make inquiry and to endeavour to effect a settlement. If the parties came to a settlement the Board was to embody it in a memorandum of recommendation, which, if the parties had agreed to it in writing, was to have the effect of an award on a reference to arbitration or one made under the order of a court of record. In such a case the recommendation could be constituted a rule of Court and enforced accordingly. If no such settlement was arrived at, then the Board was to make a full report and a recommendation for settlement to the Minister, who was to make it public.

The Boards set up were given powers to summon and to enforce the attendance of witnesses, to administer oaths and to call for business books and other documents, and also to order into custody or subject to fine, in case of disobedience or contempt. The Board was also empowered to enter any premises where anything was taking place which was the subject of the reference and to inspect. This power was also enforceable by penalty. The parties were to be represented before the Board, but no counsel or solicitors were to appear excepting by consent and subject to the sanction of the Board itself. The proceedings were normally to take place in public.

By section 56 of the Act, in the event of a reference to a Board, it was made unlawful for the employer to lock out or for the employees to strike on account of any dispute prior to or pending the reference, and any breach of this provision was made punishable by fine. By section 57, employers and employed were both bound to give at least thirty days' notice of an intended change affecting conditions of employment with respect to wages or hours. In the event of a dispute arising over the intended change, until the dispute had been finally dealt with by a Board and a report had been made, neither employers nor employed were to alter the conditions, or lock out or strike, or suspend employment or work, and the relationship of employer and employee was to continue uninterrupted. If in the opinion of the Board, either party were to use this or any other provision of the Act for the purpose of unjustly maintaining a given condition of affairs through delay, and the Board were so to report to the Minister, such party was to be guilty of an offence and liable to penalties.

By section 63 (a), where a strike or lockout had occurred or was threatened, the Minister was empowered, although neither of the parties to the dispute had applied for one, to set up a Board. He might also, under the next section, without any application, institute an inquiry.

Whatever else may be the effect of this enactment, it is clear that it is one which could have been passed, so far as any Province was concerned, by the provincial legislature under the powers conferred by section 92 of the British North America Act. For its provisions

were concerned directly with the civil rights of both employers and employed in the Province. It set up a Board of Inquiry which could summon them before it, administer to them oaths, call for their papers and enter their premises. It did no more than what a provincial legislature could have done under head 15 of section 92, when it imposed punishment by way of penalty in order to enforce the new restrictions on civil rights. It interfered further with civil rights when, by section 56, it suspended liberty to lock out or strike during a reference to a Board. It does not appear that there is anything in the Dominion Act which could not have been enacted by the Legislature of Ontario, excepting one provision. The field for the operation of the Act was made the whole of Canada.

In 1914 the Legislature of the Province of Ontario passed a Trade Disputes Act which substantially covered the whole of these matters, so far as Ontario was concerned, excepting in certain minor particulars. One of these was the interference in the Dominion Act with the right to lock out or strike during an inquiry. This was not reproduced in the Ontario Act. Another difference was the necessary one that the operation of the Ontario Act was confined to that Province, instead of extending to other parts of Canada. It was, of course, open to the legislatures of the other provinces to enact similar provisions, and some of them appear to have done so.

Subject to variations such as these, there is, in the Ontario Act, little alteration in substance of the provisions of the Dominion statute. The Lieutenant-Governor of the Provincial Council, instead of the Minister of Labour, appoints the Registrar. There are to be set up two different kinds of statutory Council, one of Conciliation, the four members of which are to be nominated by the parties, the other a Council of Arbitration, consisting of three members, two of whom are to be appointed by the Lieutenant-Governor of the Province on the recommendation of the parties, and the third, the Chairman, to be nominated by the Lieutenant-Governor on failure of the parties to agree and name. The Mayor of any city or town in the province, on being notified that a strike or lockout is impending, may inform the Registrar of the fact, and a Council of Arbitration may then be empowered to inquire and to mediate. Unless there is an agreement by one or both of the parties, in which case the award of the Council may be enforced as on an arbitration, there is no power given to suspend the right to strike or lock out.

It is clear that this enactment was one which was competent to the Legislature of a Province under section 92. In the present case the substance of it was possibly competent, not merely under the head of property and civil rights in the Province, but also under that of municipal institutions in the Province. For the appellants are incorporated, by the Province, a public utility commission within the definition in chapter 204 of the Revised Statutes of Ontario, 1914, relating to the constitution and operation of works for supplying public utilities by municipal corporations and companies, and are employers within the meaning of the Ontario Trade Disputes Act already referred to. Their function is to manage the municipal electric light, heat and power works of the City of Toronto.

The primary respondents in this appeal are the Members of a Board of Conciliation appointed by the Dominion Minister of Labour under the Act first referred to. There was a dispute in 1923 between the appellants and a number of the men whom they employed, which dispute was referred to the first respondents, who proceeded to exercise the powers given by the Dominion Act. The appellants then commenced an action in the Supreme Court of Ontario for an injunction to restrain these proceedings, on the allegation that the Dominion Act was *ultra vires*. The Attorneys General of Canada and of Ontario were notified and made parties as intervenants.

There was a motion for an interim injunction which was heard by Orde, J., who, after argument, granted an injunction till the trial. The action was tried by Mowat, J., who intimated his dissent from the view of the British North America Act taken by Orde, J., who was co-ordinate in authority with him, according to which view the Dominion Act was *ultra vires*. He, therefore, as he had power by the Provincial Judicature Act to do, directed the action to be heard by a Divisional Court, and it was ultimately heard by the Appellate Division of the Supreme Court of Ontario (Mulock, C. J., Magee, Hodgins, Ferguson and Smith, J.J.A.). The result was that by the majority (Hodgins, J. A., dissenting) the action of the appellants was dismissed.

The broad grounds of the judgment of the majority, which will be referred to later on, was that the Dominion Act was not a law relating to matters as to which section 92 conferred exclusive jurisdiction, but was a law within the competence of the Dominion Parliament, inasmuch as it was directed to the regulation of trade and commerce throughout Canada, and to the protection of the national peace, order and good government, by reason of (a) confining within limits, a dispute which might spread over all the Provinces; (b) informing the general public in Canada of the nature of the dispute, and (c) bringing public opinion to bear on it. The power of the Dominion Parliament to legislate in relation to criminal law, under head 27 of section 91, was also considered to apply.

Before referring to these grounds of judgment, their Lordships, without repeating at length what has been laid down by them in earlier cases, desire to refer briefly to the construction which, in their opinion, has been authoritatively put on sections 91 and 92 by the

more recent decisions of the Judicial Committee. The Dominion Parliament has, under the initial words of section 91, a general power to make laws for Canada. But these laws are not to relate to the classes of subjects assigned to the Provinces by section 92, unless their enactment falls under heads specifically assigned to the Dominion Parliament by the enumeration in section 91. When there is a question as to which legislative authority has the power to pass an Act the first question must therefore be whether the subject falls within section 92. Even if it does, the further question must be answered, whether it falls also under an enumerated head in section 91. If so, the Dominion has the paramount power of legislating in relation to it. If the subject falls within neither of the sets of enumerated heads, then the Dominion may have power to legislate under the general words at the beginning of section 91.

Applying this principle, does the subject of the legislation in controversy fall fully within section 92? For the reasons already given their Lordships think that it clearly does. If so, is the exclusive power *prima facie* conferred on the Province trenched on by any of the overriding powers set out specifically in section 91? It was, among other things, contended in the argument that the Dominion Act now challenged was authorized under head 27, "the Criminal Law except the Constitution of Courts of Criminal Jurisdiction, but including the Procedure in Criminal Matters." It was further suggested in the argument that the power so conferred is aided by the power conferred on the Parliament of Canada to establish additional Courts for the better administration of the laws of Canada.

But their Lordships are unable to accede to these contentions. They think that they cannot now be maintained successfully, in view of a series of decisions in which this Board has laid down the interpretation of section 91(27) in the British North America Act on the point. In the most recent of these cases, that of the *Reciprocal Insurers* ([1924], A.C. 328, at p. 342), Mr. Justice Duff stated definitely the true interpretation, in delivering the judgment of the Judicial Committee. Summing up the effect of the series of previous decisions relating to the point, he said:—

"In accordance with the principle inherent in these decisions their Lordships think it is no longer open to dispute that the Parliament of Canada cannot, by purporting to create penal sanctions under section 91, head 27, appropriate to itself exclusively a field of jurisdiction in which, apart from such a procedure, it could exert no legal authority, and that if, when examined as a whole, legislation in form criminal is found, in aspects and for purposes exclusively within the provincial sphere, to deal with matters committed to the Provinces, it cannot be upheld as valid."

In the earlier *Board of Commerce* case ([1922], A.C. 191), the principle to be applied was laid down in the same way. It was pointed out that the Dominion had exclusive legislative power to create new crimes "where the subject-matter is one which, by its very nature, belongs to the domain of criminal jurisprudence." But "it is quite another thing, first to attempt to interfere with a class of subject committed exclusively to the provincial legislature, and then to justify this by enacting ancillary provisions designated as new phases of Dominion criminal law, which require a title to so interfere as the basis of their application."

Their Lordships are of opinion that, on authority as well as on principle, they are to-day precluded from accepting the arguments that the Dominion Act in controversy can be justified as being an exercise of the Dominion power under section 91 in relation to criminal law. What the Industrial Disputes Investigation Act, which the Dominion Parliament passed in 1907, aimed at accomplishing was to enable the Dominion Government to appoint anywhere in Canada a Board of Conciliation and Investigation to which the dispute between an employer and his employees might be referred. The Board was to have power to enforce the attendance of witnesses and to compel the production of documents. It could under the Act enter premises, interrogate the persons there, and inspect the work. It rendered it unlawful for an employer to lock out or for a workman to strike, on account of the dispute, prior to or during the reference, and imposed an obligation on employees and employers to give thirty days' notice of any intended change affecting wages or hours. Until the reference was concluded neither were to alter the conditions with respect to these. It is obvious that these provisions dealt with civil rights, and it was not within the power of the Dominion Parliament to make this otherwise by imposing merely ancillary penalties. The penalties for breach of the restrictions did not render the statute the less an interference with civil rights in its pith and substance. The Act is not one which aims at making striking generally a new crime. Moreover, the employer retains under the general common law a right to lock out, only slightly interfered with by the penalty. In this connection their Lordships are therefore of opinion that the validity of the Act cannot be sustained.

The point was also put in a somewhat different form. It was said that the criminal law of Canada was in its foundation the criminal law of England as at 17th September, 1792; that, according to the criminal law of England as at that date, a strike was indictable as a conspiracy; that, consequently, strikes were within the ambit of the criminal law; and that, as a law either declaring strikes illegal as at common law, or making them illegal, would be a proper enactment of the criminal law, so, though this is rather a *non-sequitur*,

it was only a branch of that law to enact provisions which should have the effect of preventing strikes coming into existence.

It is not necessary to investigate or determine whether a strike is *per se* a crime according to the law of England in 1792. A great deal has been said on the subject and contrary opinions expressed. Let it be assumed that it was. It certainly was so only on the ground of conspiracy. But there is no conspiracy involved in a lockout; and the statute under discussion deals with lockouts *pari ratione* as with strikes. It would be impossible, even if it were desirable, to separate the provisions as to strikes from those as to lockouts so as to make the one fall under the criminal law while the other remained outside it; and, therefore, in their Lordships' opinion this argument also fails.

Nor does the invocation of the specific power in section 91 to regulate trade and commerce assist the Dominion contention. In *Citizens Insurance Company v. Parsons* (7 A.C. at p. 112) it was laid down that the collocation of this head (No. 2 of section 91), with classes of subjects enumerated of national and general concern, indicates that what was in the mind of the Imperial Legislature when this power was conferred in 1867 was regulation relating to *general* trade and commerce. Any other construction would, it was pointed out, have rendered unnecessary the specific mention of certain other heads dealing with banking, bills of exchange and promissory notes, as to which it had been significantly deemed necessary to insert a specific mention. The contracts of a particular trade or business could not, therefore, be dealt with by Dominion legislation so as to conflict with the powers assigned to the Provinces over property and civil rights relating to the regulation of trade and commerce. The Dominion power has a really definite effect when applied in aid of what the Dominion Government are specifically enabled to do independently of the general regulation of trade and commerce, for instance, in the creation of Dominion companies with power to trade throughout the whole of Canada. This was shown in the decision in *John Deere Plow Company v. Wharton* ([1915] A.C., at p. 340). The same thing is true of the exercise of an emergency power required, as on the occasion of war, in the interest of Canada as a whole, a power which may operate outside the specific enumerations in both section 91 and 92. And it was observed in the *Alberta* case, in reference to attempted Dominion legislation about insurance, that it must now be taken that the authority to legislate for the regulation of trade and commerce does not extend to the regulation, for instance, by a licensing system, of a particular trade in which Canadians would otherwise be free to engage in the Provinces (see [1916] 1 A.C. at p. 593). It is, in their Lordships' opinion, now clear that, excepting so far as the power can be invoked in aid of capacity conferred independently under other words in section 91, the power to regulate trade and commerce cannot be relied on as enabling the Dominion Parliament to regulate civil rights in the Provinces.

A more difficult question arises with reference to the initial words of section 91, which enable the Parliament of Canada to make laws for the peace, order and good government of Canada in matters falling outside the provincial powers*specifically conferred by section 92. For *Russell v. The Queen* (7 A.C., 829) was a decision in which the Judicial Committee said that it was within the competency of the Dominion Parliament to establish a uniform system for prohibiting the liquor traffic throughout Canada excepting under restrictive conditions. It has been observed subsequently by this Committee that it is now clear that it was on the ground that subject-matter lay outside provincial powers, and not on the ground that it was authorized as legislation for the regulation of trade and commerce, that the Canada Temperance Act was sustained (see the *Alberta* case [1916] 1 A.C., at p. 595). But even on this footing it is not easy to reconcile the decision in *Russell v. The Queen* with the subsequent decision in *Hodge v. The Queen* (9 A.C., 117) that the Ontario Liquor License Act, with the powers of regulation which it entrusted to local authorities in the Province, was *intra vires* of the Ontario Legislature. Still more difficult is it to reconcile *Russell v. The Queen* with the decision given later by the Judicial Committee that the Dominion licensing statute, known as the McCarthy Act, which sought to establish a local licensing system for the liquor traffic throughout the Dominion, was *ultra vires* of the Dominion Parliament. As to this last decision it is not without significance that the strong Board which delivered it abstained from giving any reasons for their conclusion. They did not in terms dissent from the reasons given in *Russell v. The Queen*. They may have thought that the case was binding on them as deciding that the particular Canada Temperance Act of 1886 had been conclusively held valid, on the ground of fact that at the period of the passing of the Act the circumstances of the time required it in an emergency affecting Canada as a whole. The McCarthy Act, already referred to, which was decided to have been *ultra vires* of the Dominion Parliament, was dealt with in the end of 1885. Ten years subsequently another powerful Board decided the case of *Attorney-General for Ontario v. Attorney-General for the Dominion and the Distillers' and Brewers' Association* ([1896] A.C. 348). Lord Herschell and Lord Davey, who had been the leading counsel in the McCarthy case, sat on that Board, along with Lord Halsbury, who had presided at it. In delivering the judgment, Lord Watson used in the latter case significant language:—

"The judgment of this Board in *Russell v. Regina*, has relieved their Lordships from the difficult duty of considering whether the Canada Temperance Act of 1886 relates to the peace, order and good government of Canada in such a sense as to bring its provisions within the competency of the Canadian Parliament."

That decision, he said, must be accepted as an authority to the extent to which it goes, namely, that

"the restrictive provisions of the Act of 1886, when they have been duly brought into operation in any provincial area within the Dominion, must receive effect as valid enactments relating to the peace, order and good government of Canada."

The Board held that, on that occasion, they could, not inconsistently with *Russell v. The Queen*, declare a statute of the Ontario Legislature establishing provincial liquor prohibitions to be within the competence of a provincial legislature, provided that the locality had not already adopted the provisions of the Dominion Act of 1886.

It appears to their Lordships that it is not now open to them to treat *Russell v. The Queen* as having established the general principle that the mere fact that Dominion legislation is for the general advantage of Canada or is such that it will meet a mere want which is felt throughout the Dominion, renders it competent if it cannot be brought within the heads enumerated specifically in section 91. Unless this is so, if the subject-matter falls within any of the enumerated heads in section 92, such legislation belongs exclusively to provincial competency. No doubt there may be cases arising out of some extraordinary peril to the national life of Canada, as a whole, such as the cases arising out of a war, where legislation is required of an order that passes beyond the heads of exclusive provincial competency. Such cases may be dealt with under the words at the commencement of section 91, conferring general powers in relation to peace, order and good government, simply because such cases are not otherwise provided for. But instances of this, as was pointed out in the judgment in the *Fort Frances Pulp* case ([1923] A.C. 695), are highly exceptional. Their Lordships think that the decision in *Russell v. The Queen* can only be supported to-day, not on the footing of having laid down an interpretation, such as has sometimes been invoked of the general words at the beginning of section 91, but on the assumption of the Board, apparently made at the time of deciding the case of *Russell v. The Queen*, that the evil of intemperance at that time amounted in Canada to one so great and so general that at least for the period it was a menace to the national life of Canada so serious and pressing that the National Parliament was called on to intervene to protect the nation from disaster. An epidemic of pestilence might conceivably have been regarded as analogous. It is plain from the decision in the *Board of Commerce* case that the evil of profiteering could not have been so invoked, for provincial powers, if exercised, were adequate to it. Their Lordships find it difficult to explain the decision in *Russell v. The Queen* as more than a decision of this order upon facts, considered to have been established at its date, rather than upon general law.

The judgments in the Court below express differing views. Orde, J., granted an interim injunction, restraining the first respondents from interfering with the business of the appellants and from entering on their premises, or examining their works or employees, and from exercising their compulsory powers as a Board of Conciliation and Investigation under the Dominion Act, and from interfering with the property and civil or municipal rights of the appellants. He held that the Dominion legislation interfered with provincial rights under section 92 in a fashion which could not be supported under any of the enumerated heads in section 91, and therefore could not be sustained by invoking the general words with which that section commences. The decision in the *Fort Frances Pulp* case (*ubi supra*) afforded no analogy on which such a contention as this last could be based.

Mowat, J., dissenting from this reasoning, referred the trial of the action to a Divisional Court. He thought that the legislation in question was a matter of national importance, dealing with a subject which affected the body politic of the Dominion, as in *Russell v. The Queen* (*ubi supra*).

In the Appellate Division, Mulock, C. J., Smith, J. A., and Magee, J. A., concurred in the judgment delivered by Ferguson, J. A. That learned judge held that the Act in question was not, "in its pith and substance," an Act relating to merely provincial matters falling within section 92, but related to industrial disputes which might develop into disputes affecting, not only the immediate parties, but the national welfare, peace, order and safety. He cited the analogy of the Australian Constitution Act, which, by section 51, placed such disputes within the competence of the Australian Parliament when they extended beyond the limits of any single state. He was of opinion that, even if the Dominion legislation actually interfered with provincial powers, it might be supported if necessary as dealing with the interest of the peace, order and good government of Canada, but he thought that it was not necessary to go further in point of principle than to treat *Russell v. The Queen* (*ubi supra*) as showing that, where an abnormal condition in a great emergency demanded it, the Parliament of Canada might legislate for such a case without even trenching on the powers allocated to the Provinces under section 92. He also thought that the Act was not one to control or regulate contractual or civil rights, but that its object was to authorize inquiry into conditions or disputes, and that the prevention of crimes, the protection of public safety, peace and order, and the protection of trade and commerce, were of its pith and substance and paramount purpose. The Act could also be supported as Dominion legislation under the overriding enumerated heads of section 91, as being legislation in relation to the regulation of trade and commerce, and also to the criminal law.

Hodgins, J. A., dissented. In his view industrial strife was nothing more than the result of an undesirable use of the civil right to cease work in the operation of various businesses. The argument in support of the Act was practically an endeavour to invent a new field, which was only a department or development of one of those exclusively possessed by provincial legislatures. Nor was the matter made better by the contention that the Act, when examined in the light of evidence adduced, dealt with a subject which transcended provincial limits and was of Dominion importance. It was, no doubt, true that, owing to the highly organized methods of modern labour, strikes might spread and extend to other businesses. This might happen, and the state of things might conceivably reach a height in which it became comparable to war, famine, or rebellion, and justify Dominion action. But on the only facts proved, in the learned Judge's view, this Act could not be supported as dealing with a case of (1) emergency, or (2) general Canadian interest and importance, or (3) with a power conferred under any of the enumerated heads in section 91. No great national emergency was shown to have existed when the statute was enacted in 1907, or to have occurred since, and the statute was not framed so as to come into operation only when such emergency arose. The statute was further not framed so as to confer the drastic powers that would be necessary in such a case, but was based on the normal working of industrial relations, which often required time and patience and some restraint if dislocation was to be avoided. It was essentially a relative measure. The special and exceptional conditions of emergency required by the judgments in the *Board of Commerce* and *Fort Frances Pulp* cases (*ubi supra*) did not appear to him to have existed in point of fact. So far as anticipations of changes in the future were concerned, Hodgins, J. A., thought that the question was whether regulation of civil rights or invasion of property rights in the fashion provided by the Act, in order to bring about a uniform and desirable method of dealing with industrial disputes, admirable as its purpose might be, could be valid in view of the exercise of the powers given to the Provinces. That the Provinces had such powers, as complete as those in this Act given to the Dominion, he entertained no doubt. Several Provinces had on their statute books legislation of much the same kind. Even granting the national importance of the question, the whole success of this method of dealing with it depended on the capacity to seize on local disputes and their conditions, and to manage the exercise of civil rights in relation to them. The circumstance that the dispute might spread to other Provinces was not enough in itself to justify Dominion interference, if such interference affected property and civil rights. The Province in the present case was simply the scene of municipal action. As the result of his consideration of the principles laid down for the interpretation of the British North America Act, the learned Judge was of opinion that the Act could not stand.

Their Lordships have examined the evidence produced at the trial. They concur in the view taken of it by Hodgins, J. A. They are of opinion that it does not prove any emergency putting the national life of Canada in unanticipated peril such as the Board which decided *Russell v. The Queen* may be considered to have had before their minds.

As the result of consideration, their Lordships have come to the conclusion that they ought humbly to advise the Sovereign that the appeal should be allowed, and that judgment should be entered for the appellants for the declaration and injunction claimed. There should be no costs, either of this appeal or in the Courts below, and any costs paid under the judgment of the Appellate Division of the Supreme Court ought to be repaid.

AMENDMENTS TO THE INDUSTRIAL DISPUTES INVESTIGATION ACT

The Industrial Disputes Investigation Act, 1907, having been in January, 1925, disallowed in its then existing form by the Judicial Committee of the Privy Council on the ground that it invaded the fields of jurisdiction allocated to the provinces under the terms of the British North America Act, amendments looking to its rehabilitation were introduced in the House of Commons by the Minister of Labour on March 12, 1925. The amending measure restricted the application of the Act to matters on which the Dominion has unquestioned jurisdiction, and contained an enumeration of the works and undertakings to which the provisions of the Act should apply.

The minister's explanation concerning the aim of the Bill was as follows:—

"The purpose of this amendment is to limit the application of the Act in terms to matters not within the legislative jurisdiction of any province. It is recognized, of course, that the enumerative provisions of the amendment are not technically necessary for this purpose, but it is thought advisable, nevertheless, to insert them for purposes of convenience and to make the Act more intelligible to the body of employees and employers whose interests the legislation is designed to serve. These remarks apply as well to any overlapping which may be found to exist in the amendment as drawn. It is hoped the enactment of the section in this form will tend to prevent misunderstandings and differences regarding

the application of the Act to particular disputes and create greater certainty in the administration of the Act than would be possible if the provisions were couched in more general terms. The purpose of the proposed paragraph (iv) is to enable any province to take advantage of the Dominion Act should it so desire."

During consideration of the Bill by the House of Commons three clauses were added with a view to making more effective the provisions of the original statute, the changes incorporated in these last-mentioned clauses being identical with those which were before Parliament at the two preceding sessions and which on each previous occasion were severely opposed in the Senate and so amended as to prove unacceptable to the House of Commons. The sections of the Act affected were 15, 57 and 58.

The object of the amendment to section 15 was to facilitate applications for Boards of Conciliation and Investigation. There had been instances in the past where communications addressed by one of the disputing parties to the other had remained unanswered and it could not be therefore definitely stated that negotiations had taken place and that all efforts to effect a settlement by negotiations had failed. The amendment permits the establishment of a board where a declaration is submitted to the effect that it has been found impossible to secure a conference between the parties concerned or to enter into negotiations.

With respect to section 57, which governs the relations of the parties pending board proceedings, the amendment places clearly upon the party desiring a change in wages or hours the full responsibility, in the event of a dispute occurring, for making an application for a board.

Section 58, one of the penalty sections, was amended so as to conform with the change in section 57, the amendment providing that any employer making effective a change in wages or hours contrary to the provisions of the Act shall be liable to a fine for each day or part of a day such change exists. This section had previously made an employer liable for a fine only in the event of his declaring or causing a lockout in violation of the statute.

The Bill, including these additional clauses, passed the House of Commons and Senate without division, receiving royal assent on June 12. The amending Act is printed below. Section I embodies additional clauses. In sections 2, 3 and 4 the changes effected are indicated by italics.

AN ACT TO AMEND THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

[Assented to 12th June, 1925.]

HIS MAJESTY, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

1. *The Industrial Disputes Investigation Act, 1907*, is amended by inserting after section two thereof the following:—

"APPLICATION OF ACT.

"2A. This Act shall apply to the following disputes only:—

(i) Any dispute in relation to employment upon or in connection with any work, undertaking or business which is within the legislative authority of the Parliament of Canada, including but not so as to restrict the generality of the foregoing:

- (a) works, undertakings or business operated or carried on for or in connection with navigation and shipping, whether inland or maritime;
- (b) lines of steam or other ships, railways, canals, telegraphs and other works and undertakings connecting any province with any other or others of the provinces, or extending beyond the limits of the province;
- (c) lines of steamships between a province and any British or foreign country;
- (d) ferries between any province and any British or foreign country, or between two provinces;
- (e) works, undertakings or business belonging to, carried on or operated by aliens, including foreign corporations immigrating into Canada to carry on business;

- (f) such works as, although wholly situate within the province, have been or may be declared by the Parliament of Canada to be for the general advantage of Canada, or for the advantage of two or more of the provinces;
- (g) works, undertakings or business of any company or corporation incorporated by or under the authority of the Parliament of Canada.
- (ii) Any dispute which is not within the exclusive legislative authority of any provincial legislature to regulate in the manner provided by this Act.
- (iii) Any dispute which the Governor in Council may by reason of any real or apprehended national emergency declare to be subject to the provisions of this Act.
- (iv) Any dispute which is within the exclusive legislative jurisdiction of any province and which by the legislation of the province is made subject to the provisions of this Act.

"2b. The provisions of this Act shall be construed as relating only to the application of *The Industrial Disputes Investigation Act, 1907*, and not so as to extend the meaning of the word 'employer' as defined by section two, paragraph (c), of the said Act."

2. Subparagraph (b) of paragraph two of section fifteen of *The Industrial Disputes Investigation Act, 1907*, as enacted by section two of chapter twenty-nine of the statutes of 1910, is repealed, and the following is substituted therefor:—

"(b) A statutory declaration setting forth that, failing an adjustment of the dispute or a reference thereof by the minister to a board, to the best of the knowledge and belief of the declarant a lockout or strike will be declared, and (except where the application is made by an employer in consequence of an intended change in wages or hours proposed by the said employer) that the necessary authority to declare such lockout or strike has been obtained; or, where a dispute directly affects employees in more than one province and such employees are members of a trade union having a general committee authorized to carry on negotiations in disputes between employers and employees and so recognized by the employer, a statutory declaration by the chairman or president and by the secretary of such committee setting forth that, failing an adjustment of the dispute or a reference thereof by the minister to a board, to the best of the knowledge and belief of the declarants a strike will be declared, that the dispute has been the subject of negotiations between the committee of the employees and the employer, *or that it has been impossible to secure conference or to enter into negotiations*, that all efforts to obtain a satisfactory settlement have failed, and that there is no reasonable hope of securing a settlement by further effort or negotiations."

3. Section fifty-seven of the said Act, as amended by section five of chapter twenty-nine of the statutes of 1910, and as further amended by section five of chapter twenty-nine of the statutes of 1920, is repealed, and the following is substituted therefor:—

"57. Employers and employees shall give at least thirty days' notice of an intended or desired change affecting conditions of employment with respect to wages or hours; and in the event of such intended or desired change resulting in a dispute, *it shall be unlawful for the employer to make effective a proposed change in wages or hours or for the employees to go on strike*, until the dispute has been finally dealt with by a board, and a copy of its report has been delivered through the registrar to both the parties affected; *the application for the appointment of a board shall be made by the employers or employees proposing the change in wages or in hours*; neither of those parties shall alter the conditions of employment with respect to wages or hours, or on account of the dispute do or be concerned in doing directly or indirectly, anything in the nature of a lockout or strike, or a suspension or discontinuance of employment or work, but the relationship of employer and employee shall continue uninterrupted by the dispute, or anything arising out of the dispute; but if, in the opinion of the board, either party uses this or any other provision of this Act for the purpose of unjustly maintaining a given condition of affairs through delay, and the board so reports to the minister, such party shall be guilty of an offence, and liable to the same penalties as are imposed for a violation of the next preceding section."

4. Section fifty-eight of the said Act is repealed, and the following is substituted therefor:—

"58. Any employer declaring or causing a lockout or *making effective a change in wages or hours* contrary to the provisions of this Act shall be liable to a fine of not less than one hundred dollars, nor more than one thousand dollars for each day or part of a day that such lockout or change exists."

II. CONCILIATION WORK

Apart from the administration of the Industrial Disputes Investigation Act, the services of the Department of Labour were utilized during the year in connection with the adjustment of a number of labour disputes. In connection with some of these disputes application had been made for the establishment of a Board of Conciliation and Investigation, but it was not found necessary to proceed with the establishment of a board since the difficulties were adjusted through the assistance of a conciliator. In other cases in which application was made for the establishment of a board it was found that the dispute did not come within the provisions of the Industrial Disputes Investigation Act and the Department of Labour assisted by the appointment of a conciliator in bringing about an amicable adjustment. In many of the disputes where a settlement was secured by conciliation and no strike took place it was deemed desirable to give the matter as little publicity as possible. As a result the best work of the department achieved in this direction often becomes known only to the chief representatives of the disputants.

The Minister of Labour assisted personally in some instances and in other cases the good offices of the department were exerted through the fair wages officers who are stationed at different industrial centres. The officers in question are: Mr. Theo. Bertrand, stationed at Montreal; Mr. E. N. Compton, stationed at Toronto; Mr. F. E. Harrison, stationed at Vancouver. Mr. E. McG. Quirk, of Montreal, though not actually an officer of the department, acted on various occasions as a special representative in connection with conciliation work in Quebec and the Maritime Provinces. Mr. F. E. Harrison, who had been for a number of years stationed at Calgary, was moved to Vancouver, and, in addition to his charge of departmental matters in British Columbia, has continued to keep in touch with labour questions in Alberta and Saskatchewan, particularly in connection with disputes occurring from time to time in the coal fields of Alberta and eastern British Columbia.

Close attention was given, as in previous years, to disputes affecting the coal fields of British Columbia, Alberta, and Eastern Canada. Reference has been made in previous reports to the cost of living commission which was established in 1918 on request of the coal miners and operators of Vancouver island to deal with the cost of living and wages matters there. An agreement had been made whereby the cost of living bonus granted to the miners would be adjusted quarterly in accordance with changes occurring from time to time in the cost of living. This agreement continued in effect from the fall of 1918 till the month of November, 1924, when the commission was discontinued on account of an agreement which had been reached with the miners providing for a stabilized rate of bonus.

Reference was made in the last annual report to the strike which had occurred on March 31, 1924, in the collieries controlled by the members of the Western Canada Coal Operators' Association. The workmen involved in this dispute comprised the membership of District 18 of the United Mine Workers of America. The strike continued throughout the spring and summer months and into the ensuing fall. Towards the end of September a conference was held on request of the Minister of Labour and under the chairmanship of Mr. F. E. Harrison, Fair Wages Officer. After several meetings had been held the miners proposed a renewal of the wage agreement with a reduction in wages of one dollar per day for contract men, and $\frac{1}{8}$ or $12\frac{1}{2}$ per cent for day wage men. The miners' committee later accepted the suggestion of the departmental officer that wages of contract employees be reduced by \$1.17 per day, and those of datal men be

reduced $\frac{1}{8}$ or $12\frac{1}{2}$ per cent, the agreement to run for three years. This proposal was declined by the operators, principally on the ground of the length of the contract. The joint conference then adjourned until the second week of October, when it was expected the Minister of Labour would be present. Between October 6 and 10, negotiations were carried on, the Minister of Labour and the Premier of Alberta being present. On October 10 a settlement was reached, renewing the agreement which expired March 31, 1924, until March 31, 1927, subject to six months' notice from either party after March 31, 1925, the wage scale to be reduced as mentioned above. This settlement was subject to ratification by ballot of the members of the miners' union, who, on October 16, voted for ratification.

Following the foregoing settlement the mines in the district were reopened, but in some instances the steam coal mine operators reported that they could not get contracts for coal in competition with coal from the United States at low prices and that it was impossible to operate the mines at a loss. Some of the mines were, therefore, closed down indefinitely. As a result of ensuing negotiations, some of the operating companies withdrew from the Western Canada Coal Operators' Association and entered into separate agreements with their employees, providing for lower wage scales than that in the district union agreement.

Mr. Harrison was successful in the month of February in the securing of an adjustment of wages rates affecting the workmen employed on the construction of a subway in Edmonton which was being built under agreement between the municipality and the Canadian National Railways. The dispute had previously led to a strike of several weeks' duration in mid-winter and had been the subject of protracted discussion between the public authorities concerned and the workmen's representatives.

Mr. Harrison made several trips throughout his territory during the year in which he assisted in the settlement of industrial disputes at various points.

The time of Mr. E. N. Compton, resident Fair Wages Officer in Toronto, was largely taken up during the year in connection with labour questions arising on the contracts for the Welland ship canal which are dealt with in another chapter of the present report.

Happily during the period covered by this report there were relatively few industrial disputes in the territory covered by Mr. Compton. He had, however, many conferences with representative employers and labour men on matters pertaining to labour conditions and his services were used at various points in the settlement of labour difficulties.

Mr. Theo. Bertrand, resident Fair Wages Officer in Montreal, investigated eleven industrial disputes during the year involving 258 employers and 3,640 employees. Assistance was rendered wherever possible in securing working agreements between the parties affected. In several instances mediation through the departmental officer was instrumental in preventing threatened interruption of work.

Extended reference was made in the last annual report to the strike of steel workers and coal miners in Cape Breton which occurred in the summer of 1924 and to the efforts which were exerted through the Department of Labour to secure a settlement of this trouble. Mention also was made of the report of a Royal Commission which was appointed by the Government in September, 1924, to inquire into the recurring industrial unrest among the steel workers at Sydney, N.S., "creating conditions which have occasioned the calling out of the active militia in aid of the civil power and their retention for a considerable period of time in the areas affected." The recommendations made by this commission were printed in the last annual report of the Department of Labour.

Mr. E. McG. Quirk, of Montreal, was in touch with the labour situation

in Nova Scotia during the past year, as a special representative of the Minister of Labour.

Mention is made elsewhere in the present report of the dispute involving 11,000 coal miners in Nova Scotia which resulted in a cessation of work in the coal mines of that province on March 6.

Mr. Quirk assisted in the settlement of a dispute affecting 3,000 employees of the Montreal street railway company and also in the settlement of a dispute affecting the foremen, checkers, coopers, truckers, etc., employed by the Canadian Pacific Railway on the wharves in Montreal. In both of these last-mentioned cases applications had been made for the establishment of Boards of Conciliation and Investigation, but the difficulties were adjusted by direct negotiations, Mr. Quirk acting as a conciliator.

An investigation was made by Mr. Quirk of alleged discrimination shown by one of the taxi-cab companies in Montreal against certain of its employees on account of union activities. As a result of conferences on this subject, the company gave assurance that it would meet a committee of its employees with regard to grievances and would show no discrimination. Application had been made by the employees involved in this dispute for the appointment of a board under the Industrial Disputes Investigation Act, but the subject matters were not deemed to be within the scope of the Act, for which reason no board was established.

Mr. Quirk was further called on to deal with the wages claims of various classes of workmen employed in construction operations in the harbour of Montreal. He was instrumental as well in securing a settlement of a strike of the employees of one of the principal paper companies in the eastern townships.

III. FAIR WAGES

The fair wages policy of the Government of Canada is based on a resolution of the House of Commons which was adopted at the session of 1900 as follows:—

"That it is resolved, that all Government contracts should contain such conditions as will prevent abuses, which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy, and deems it the duty of the Government to take immediate steps to give effect thereto.

"It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds."

Additional force was given to the fair wages resolution in the revision of the Railway Act in 1903 by the inclusion in that statute of a section requiring the payment of current rates of wages to all workmen engaged in the construction of lines of railway towards which the Parliament of Canada voted financial aid. An Order in Council was also adopted in 1907 requiring contractors to post fair wages schedules in a conspicuous place on the public works under construction and to keep a record of payments made to workmen in their employ, such records to be open for inspection by the fair wages officers of the Government. In conformity with the foregoing, conditions have been inserted since 1900 in Government contracts to which the fair wages policy applies requiring the observance of current wages rates. In connection with proposed works of construction schedules have been generally prepared setting forth the minimum wages rates and hours of labour to be observed in the performance of the contract. In other cases a clause was inserted calling for the observance of current wages and hours of the district and providing that in the event of any dispute arising as to what are the current wages or hours the same shall be determined by the Minister of Labour, whose decision shall be final.

In order that the fair wages policy should be made as nearly uniform in terms and administration as possible, it was confirmed in 1922 by Order in Council (see Annual Report, 1922, pages 42-46).

This Order in Council contains two sets of labour conditions marked "A" and "B", respectively. The former is applicable to "all contracts made on behalf of the Government of Canada for the construction or remodelling of public buildings of all kinds, railways, canals, roads, bridges, locks, dry docks, elevators, harbours, piers, wharves, lighthouses, and other works for the improvement and safety of transportation and navigation, rifle ranges, fortifications and other works of defence, dams, hydraulic works, slides, piers, booms, and other works for facilitating the transmission of timber, and all other works and properties constructed or remodelled for the Government of Canada;" the like conditions are as far as practicable observable also by the departments of government in connection with all agreements involving the grant of Dominion public funds in the form of subsidy, advance, loan, or guarantee for any of the purposes mentioned. The conditions marked "B" are observable by the departments concerned in connection with "all contracts for the manufacture and supply to the Government of Canada of fittings for public buildings, harness, saddlery, clothing and other outfit for the military and naval forces, Royal Canadian Mounted Police, letter carriers, and other Government officers and employees, mail bags, letter boxes, and other postal stores, and any other articles and things hereafter designated by the Governor in Council."

As a result of experience gained in the administration of the fair wages policy, as set forth in the Order in Council of June 7, 1922, certain amendments

were made to the "A" conditions by Order in Council of April 9, 1924, on recommendation of the Minister of Labour, which, without altering the scope and intent of the policy, are intended to make its purpose clearer and more definite.

In the case of all contracts to which the "A" conditions apply, the department of the Government concerned is required to communicate to the Department of Labour the nature of the proposed contract and the classes of labour likely to be required in its execution. The Labour Department is charged with the preparation of schedules setting forth the rates of wages and hours of labour generally accepted as current, for competent workmen of the various classes required, in the district in which the work is to be performed. This fair wage schedule is thereupon embodied in the contract. In any cases where the Department of Labour is unable to furnish fair wage schedules for the purpose aforesaid, authority is given for the insertion in the contract of a fair wage clause in the terms following:—

All mechanics, labourers, or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed for the character or class of work in which they are respectively engaged, and if there be no current rates in such district, then fair and reasonable rates, and shall work such hours as are customary in the trade in the district where the work is carried on, or if there be no custom of the trade as respects hours in the district, then fair and reasonable hours, unless for the protection of life and property, or for other cause shown to the satisfaction of the Minister of Labour, longer hours of service are required. The Minister of Labour may at any time and from time to time determine for the purposes of this contract, what are the current or fair and reasonable rates of wages, and the current or fair and reasonable hours, and may from time to time rescind, revoke, amend, or vary any such decision, provided that his determination and any amendment or variation shall not be operative prior to the period of three months immediately preceding the date thereof. Where there are special circumstances which in the judgment of the Minister of Labour make it expedient that he should do so, he may, in the manner and subject to the provisions herein above set forth, decide what are the current or fair and reasonable rates of wages for overtime, and what is the proper classification of any work for the purposes of wages and hours. Immediately upon receipt of notice of any decision of the Minister of Labour hereunder the contractor shall adjust the wages and hours and classification of work so as to give effect to such decision. In case the contractor shall fail so to do, or to pay to any employee or employees for any services performed or for any hours of labour, wages according to the rates fixed therefor by the Minister of Labour, the Minister of Labour may authorize and direct the minister* to pay such wages at the rates so fixed and to deduct the amount thereof from any moneys owing by the Government to the contractor and any such payment shall for all purposes as between the contractor and the Government be deemed and be taken to be payment to the contractor, and the contractor shall be bound in every particular by any such authority, direction and payment as aforesaid. The powers of the Minister of Labour hereunder shall not be exercised as to any employee or employees where it is established to his satisfaction that an agreement in writing exists and is in effect between the contractor and the class of employees to which such employee or employees belong or the authorized representatives of such class of employees fixing rates of wages, overtime conditions and hours of labour.

During the year 1924-25 the Department of Labour prepared fair wages conditions in connection with the execution of eighty-five contracts. These were divided among the different departments of the Government as follows: Railways and Canals, 9; Marine and Fisheries, 4; Interior, 1; National Defence, 2; Indian Affairs, 4; Public Works, 65.

WORKS FOR WHICH FAIR WAGES CONDITIONS PREPARED

The following tables give particulars regarding fair wages conditions prepared in the Department of Labour during the fiscal year 1924-25:—

*The term "minister" in this case refers to the minister of the department with which the contract is made.

DEPARTMENT OF MARINE AND FISHERIES

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
				Vol. Page
Construction of wooden dwelling.....	Government Direction Finding Station, Canso, N.S.	May 23, 1924.....	\$4,688.....	
Construction of fog alarm building.....	Sheringham Point in the Strait of Juan de Fuca, B.C.	Sept. 22, 1924.....	\$4,150.....	
Construction of wooden cribwork pier; also transfer of lighthouse to new pier.....	Sydney Southeast Bar, N.S.	July 14, 1924.....	\$6,024.....	
Construction of wooden dwelling.....	Government Direction Finding Station, Point Grey, Vancouver, B.C.	Feb. 26, 1925.....	Contract not yet awarded.	

DEPARTMENT OF RAILWAYS AND CANALS

Repairing the highway.....	Williamsburg Canals.....	June 4, 1924.....	Contract not executed.....	XXIV	698
Supply and erection of superstructure of highway steel bridge.....	Merrickville Lock Station on Rideau Canal.....	June 28, 1924.....	Unit prices as set forth in contract.		
Supply and erection of superstructure of steel highway bridge.....	Twp. of Wainfleet, Co. of Welland, Ont.....	July 11, 1924.....	\$4,150.....		
Concrete paving.....	Port Dalhousie, Ont.....	July 22, 1924.....	\$6,012.50.....		
Repairs to west pier.....	Port Maitland, Ont.....	Aug. 23, 1924.....			
Repairs to east pier.....	Port Maitland, Ont.....	Aug. 26, 1924.....			
Construction of Section 7.....	Welland Ship Canal.....	Sept. 25, 1924.....	\$9,284,635.....	XXV	78
Raising the banks and lock walls.....	Cornwall, Ont.....	Nov. 21, 1924.....	\$28,789.70.....	XXV	415
Reconstruction of lock entrance and bridge protection pier.....	Port Colborne, Ont.....	Feb. 9, 1925.....	Contract not executed.....		

DEPARTMENT OF PUBLIC WORKS

Reconstruction of wharf.....	Bamfield (East) Comox-Alberni, B.C.....	April 4, 1924.....	\$6,654.55.....	XXIV	697
Alterations to seed laboratory.....	Toronto, Ont.....	May 19, 1924.....	\$43,834.....	XXIV	883
Repairs to wharf.....	Cockburn Island, Ont.....	May 15, 1924.....	\$4,496.58.....		
Reconstruction of superstructure of eastern breakwater.....	Collingwood, Ont.....	May 16, 1924.....	\$13,503.05.....	XXIV	789
Public wharf.....	La Reine, Que.....	May 17, 1924.....	\$2,650.10.....	XXIV	884
Wharf replacement.....	Hardy Bay, Comox-Alberni, B.C.....	May 21, 1924.....	\$18,609.54.....	XXIV	789
Reconstruction of east pier.....	Port Burwell, Ontario.....	June 11, 1924.....	\$45,609.75.....	XXIV	1087
Work on Parliament Buildings.....	Ottawa, Ont.....	June 13, 1924.....	\$35,343.....		

Construction of wharf.....	New Harris, N.S.....	June 25, 1924.....	\$6,820 03.....	XXV	78
Reconstruction of wharf.....	Lothbère, Que.....	June 25, 1924.....	\$10,899 60.....	XXV	78
Reconstruction of wharf.....	LaMorte, P.Q.....	June 26, 1924.....	\$3,190 17.....	XXV	789
Repairs to wharf.....	Port Simpson, B.C.....	June 26, 1924.....	\$2,548 40.....	XXIV	1088
Wharf repairs and reconstruction of west, south and east revetment walls.	Kincardine, Ont.....	May 21, 1924.....	\$17,494 67.....	XXIV	697
Construction of a concrete wall and other improvements to wharf.	Roberval, Que.....	May 22, 1924.....	\$12,692 35.....	XXIV	884
Removal of north headblock.....	Burlington Channel, Ont.....	May 27, 1924.....	\$4,491 50.....	XXIV	78
Repairs to wharf.....	Tofino, Comox-Alberni, B.C.....	May 23, 1924.....	\$4,671 21.....	XXV	790
Renewal and extension of wharf.....	Bella Coola, B.C.....	June 11, 1924.....	\$7,770 78.....	XXIV	1088
Wharf repairs.....	Sidney, B.C.....	July 4, 1924.....	\$3,671 97.....	XXIV	988
Repairs to wharf.....	Nootka, B.C.....	May 23, 1924.....	\$3,240.....	XXIV	990
Alterations to public building.....	Sydney, N.S.....	July 12, 1924.....	\$29,000.....	XXIV	78
Extension of wharf.....	Grondines, Que.....	July 15, 1924.....	\$38,464 80.....	XXIV	414
Replacement of wharf.....	Sayward, B.C.....	July 16, 1924.....	\$9,447 68.....	XXIV	1088
Repairs to wharf.....	Ste. Croix, Que.....	July 16, 1924.....	\$5,702.....	XXIV	989
Reconstruction of portion of breakwater wharf.....	Rimouski River, Que.....	July 18, 1924.....	\$7,775 84.....	XXIV	1088
Repairs to wharf.....	Denman Island, B.C.....	July 22, 1924.....	\$2,897.....	XXIV	988
Construction of extension to wharf.....	Cross Point, P.Q.....	July 18, 1924.....	\$4,335 75.....	XXIV	988
Laying of pavement, Parliament Hill.....	Ottawa, Ont.....	July 23, 1924.....	\$5,999.....	XXIV	990
Construction of breakwater.....	Oshawa, Ont.....	July 29, 1924.....	\$53,550.....	XXV	78
Construction of Fisheries Patrol Station.....	Poplar Island, New Westminster, B.C.....	Aug. 7, 1924.....	\$13,700.....	XXV	1088
Repairs to western breakwater.....	Port Colborne, Ont.....	July 29, 1924.....	\$9,573 50.....	XXV	414
Construction of wharf.....	Fisherman's Harbour, N.S.....	Aug. 5, 1924.....	\$4,420 70.....	XXV	1088
Reconstruction of wharf.....	Lachine, Que.....	Aug. 11, 1924.....	\$19,732 60.....	XXV	1088
Reconstruction of wharf.....	Sorel, Que.....	Aug. 11, 1924.....	\$18,705.....	XXIV	1087
Reconstruction of wharf.....	Lavaltrie, Que.....	Aug. 11, 1924.....	\$3,345 50.....	XXIV	1087
Protection work to Steveston Jetty.....	Fraser River, B.C.....	Aug. 12, 1924.....	\$17,250.....	XXIV	327
Reconstruction of breakwater.....	Wedge Point, N.S.....	Aug. 13, 1924.....	Day labour.....	XXV	78
Reconstruction of market and railway docks.....	Haileybury, Ont.....	Aug. 11, 1924.....	Day labour.....	XXV	78
Breakwater extension.....	Yarmouth Bar, N.S.....	Aug. 13, 1924.....	Day labour.....	XXV	78
Reconstruction of wharf.....	St. Marc, Que.....	Aug. 22, 1924.....	Day labour.....	XXV	78
Two steel floating caissons for dry dock.....	Esquimalt, B.C.....	Aug. 23, 1924.....	\$312,091.....	XXV	78
Reconstruction of wharf.....	Repentigny L'Assomption, Que.....	Aug. 25, 1924.....	\$3,655.....	XXV	78
Repairs to revetment wall.....	St. Grégoire de Montmorency, Que.....	Aug. 27, 1924.....	Day labour.....	XXV	78
Construction of landing slip and extension to wharf.....	Miguasha, Que.....	Sept. 2, 1924.....	\$881 01.....	XXV	78
Construction of public building.....	Verdun, Que.....	Sept. 16, 1924.....	\$37,000.....	XXV	78
Construction of steel hopper scow.....	Maritime Provinces District.....	Sept. 25, 1924.....	\$49,490.....	XXV	78
Construction of extension to breakwater wharf.....	Bonaventure River, Que.....	Sept. 17, 1924.....	\$13,984 60.....	XXV	78
Construction of wharf.....	Amos, Que.....	Sept. 25, 1924.....	\$4,005 05.....	XXV	78
Construction of pile bent and timber decking wharf.....	Hammond, B.C.....	Sept. 25, 1924.....	\$3,042.....	XXV	78
Erection of public building.....	Edmonton, N.B.....	Sept. 29, 1924.....	\$55 112.....	XXV	78
Erection of public building.....	Loretteville, Que.....	Oct. 1, 1924.....	\$22,000.....	XXV	78
Erection of public building.....	Courtenay, B.C.....	Oct. 27, 1924.....	\$31,500.....	XXV	78
Erection of public building.....	Revelstoke, B.C.....	Oct. 27, 1924.....	\$41,000.....	XXV	78
Erection and equipment of grain conveyor.....	West St. John, N.B.....	Dec. 2, 1924.....	Schedule of prices as set forth in contract.	XXV	78
Harbour improvements.....	Port Stanley, Ont.....	Oct. 7, 1924.....	Contract not yet awarded.	XXV	78
Partial reconstruction of lock gates, cribs and construc- tion of booms.	Pouppore, Que.....	Oct. 20, 1924.....	\$6,985 13.....	XXV	78

DEPARTMENT OF PUBLIC WORKS—*Concluded*

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
				Vol. Page
Construction of extension to wharf.....	Sheet Harbour, N.S.....	Oct. 22, 1924.....	Contribution made.....	XXV 414
Construction of wharf.....	Dauphin Beach, Man.....	Oct. 27, 1924.....	\$5,990.....	
Reconstruction of east pier.....	Cobourg, Ont.....	Nov. 7, 1924.....	\$18,222.....	
Replacing of valves in St. Andrews Lock.....	Winnipeg, Man.....	Nov. 13, 1924.....	\$6,700.....	
Construction of addition to western wharf.....	Matane, Que.....	Jan. 3, 1925.....	\$30,972.80.....	
Construction of dam at Woodwards Slough.....	New Westminster, B.C.....	Jan. 7, 1925.....	\$73,796.50.....	
Construction of rock mound submerged dams.....	Deer Rock in Columbia River Narrows, B.C.....	Feb. 23, 1925.....	Contract not yet awarded.	
Construction of sheet pile wall.....	McGregor Creek, Ont.....	Mar. 6, 1925.....	Contract not yet awarded.	
Reconstruction of breakwater.....	Goderich, Ont.....	Mar. 30, 1925.....	Contract not yet awarded.	
Construction of wharf.....	Goderich Harbour, Ont.....	Mar. 30, 1925.....	Contract not yet awarded.	

DEPARTMENT OF THE INTERIOR

Construction of control dam and channel excavation.....	Lake of the Woods in vicinity of Kenora, Ontario.	July 14, 1924.....	\$800,000.....	
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DEPARTMENT OF NATIONAL DEFENCE

Construction of rifle range.....	Prince Albert, Sask.....	June 23, 1924.....	\$6,000.....	
Construction of wharf.....	Halifax, N.S.....	Dec. 19, 1924.....	No contract awarded.....	

DEPARTMENT OF INDIAN AFFAIRS

Erection of Indian residential school.....	MacIntosh, Ont.....	May 28, 1924.....		
Repairs to agency building.....	St. Regis, Que.....	Oct. 16, 1924.....		
Erection of agency building.....	Restigouche, Que.....	Feb. 21, 1925.....		
Erection of agency building.....	Pointe Bleue, Que.....	Feb. 21, 1925.....		

TABLE showing, by provinces, the Fair Wages Conditions prepared, 1924-25.

Department of Government	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Alberta	British Columbia	Saskatchewan	Total
Railways and Canals.....					9					9
Public Works.....		7	2	21	16	2		17		65
Interior.....					1					1
National Defence.....		1							1	2
Indian Affairs.....				3	1					4
Marine and Fisheries.....		2						2		4
Total.....		10	2	24	27	2		19	1	85

POST OFFICE CONTRACTS—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1924-25.

Nature of Order	Amount of Order
	\$ cts.
Supplying waterproof capes.....	380 00
Supplying cloth caps and waterproof covers.....	1,113 00
Supplying porcelain enamelled post office signs.....	2,207 50
Supplying straw hats.....	3,920 00
Supplying gasoline.....	2,450 00
Making of railway mail clerks' travelling boxes.....	510 00
Supplying of liquid soap.....	960 00
Supplying of tins for cancelling ink.....	400 00
Supplying of grey frieze and blue and brown melton.....	18,510 00
Supplying street letter boxes.....	895 00
Supplying of letter boxes.....	265 00
Supplying of leather straps.....	912 00
Supplying parcel receptacles.....	2,585 00
Making up of coats and trousers.....	34,636 50
Supplying of ferrules.....	740 00
Supplying of cloth caps and covers.....	775 00
Supplying of rubber boots.....	1,044 95
Supplying of gasoline.....	2,300 00
Supplying of cotton duck.....	12,156 25
Supplying of chamois vests.....	1,386 00
Supplying of waterproof capes.....	983 13
Supplying of waterproof capes.....	64 50
Making up of waterproof coats.....	2,089 15
Making up of leather straps.....	1,100 00
Supplying of malleable cast iron bars.....	153 00
Supplying of cast iron bars.....	153 00
Supplying of brass grommets.....	116 00
Supplying of brass grommets.....	116 00
Supplying of grey satchels.....	420 00
Supplying of fur caps.....	525 00
Supplying of cancelling ink.....	1,260 00
Supplying of blue and brown serge.....	18,910 00
Supplying of post office delivery truck bodies.....	1,873 00
Supplying of ink tins.....	110 00
Supplying of ink tins.....	110 00
Supplying of rubber stamping cushions.....	120 00
Supplying of gasoline.....	1,900 00
Supplying of lead seals.....	2,750 00
Supplying of grey frieze.....	6,400 00
Supplying of blue and brown melton.....	17,750 00
Making up of bronze buttons.....	522 75
Supplying of capes.....	2,073 70
Supplying of waterproof coats.....	4,155 20
Supplying of cloth caps and waterproof covers.....	2,261 00
Making up of flannel shirtwaists.....	11,940 00
Making up of sackcoats and trousers.....	70,244 70
Supplying of hand towels.....	270 00
Supplying of parcel receptacles.....	2,360 00
Supplying of letter boxes.....	1,297 50
Supplying of gasoline.....	2,300 00
Making up of sackcoats and trousers.....	412 00
Supplying of cancelling ink.....	370 00
Total.....	243,255 83

FAIR WAGES COMPLAINTS ON GOVERNMENT WORKS

Complaint was made to the Department of Labour in various instances during the past year that contractors for Government works were not complying with the fair wage requirements of their contracts. Most of these complaints related to alleged non-payment of the wages rates contemplated in the contract, the requirement in each case being that the contractor should pay the workpeople the rates of wages current in the district for the various classes of labour employed. In some cases inquiry showed that the claims were not justified; in all instances, however, in which the complaints were well founded action was taken by the Department of Labour to uphold the rights of the workmen concerned.

As in the preceding year, a number of the complaints related to the contracts for the construction of the Welland Ship Canal, which is the largest public work under way in Canada at the present time. The construction of this canal was begun in 1913. The work was discontinued towards the close of the Great War, but was resumed later by the Department of Railways and Canals. Contracts were subsequently let for the completion of sections 1, 2, 3, 4 and 5, also for the construction of sections 7 and 8, leaving only one section in the neighbourhood of Welland on which construction work has not yet been begun. Provision has been made by the Dominion Government in all cases for the observance of the rates of wages and hours of labour generally accepted as current in the district for the different classes of workmen employed.

On account of disputes which had arisen on the Welland Ship Canal work, the Minister of Labour issued a ruling in the month of June, 1923, regarding the wages rates and hours of labour of the different classes of workmen employed. The rates and hours sanctioned by the minister were based in the main on agreement which had been reached between the contractors and their employees.

Application was made to the Minister of Labour during the past winter by the different contracting firms concerned for a revision of the 1923 wages rates, and some of the firms submitted a schedule of rates which in their opinion should be adopted. These proposed rates ranged from a minimum of 25 cents per hour for common labour upward. On receipt of this request the Minister of Labour directed that a special inquiry should be made for the purpose of ascertaining the rates of wages and working hours that are current at present in the district. This inquiry was made by one of the fair wages officers of the Department of Labour, accompanied by a representative of the Department of Railways and Canals, which latter department is charged with the supervision of the work.

During the course of the inquiry, an opportunity was granted by the Government officers to the contracting firms affected and to the labour representatives to submit all information in their possession as to the standards which were being observed on other work and which were applicable to the canal construction. Before acting on the report the minister convened and attended a conference of the contractors and labour representatives in St. Catharines and an opportunity was provided in this way for the fullest discussion of the situation in all respects. An opportunity was also afforded to the contracting firms and to the labour representatives to reach an agreement, if possible, by mutual understanding. Efforts made in this latter direction were, however, unsuccessful, and the minister's ruling was issued within a few days thereafter. On the report submitted by the Government officers as to existing wages standards in the district, certain changes were sanctioned by the Minister of Labour in the schedule from those that had been previously in effect. Changes were also made in the case of some trades in the working hours.

The rates as sanctioned in the schedule are subject to further revision from time to time under the terms of contract as may be necessary in accordance with any changes which may occur in current wages rates and hours in the district.

TABLE of Fair Wage Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1925

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
Feb. 20, 1925	Verdun, P.Q. Post Office building.	Public Works	Alleged that the current rate of wages was not being paid to carpenters.	Investigation by a Fair Wages Officer of the Department of Labour showed that in some instances lower rates than were current were being paid to certain carpenters. A ruling was given by the Minister of Labour and the contractors paid the difference to any individual carpenters who received less than the current rate in question.
Feb. 10, 1925	Montreal, P.Q. Public building.	Railways and Canals	Alleged that carpenters were not being paid the prevailing rate of wages.	The complaint was investigated by the Department of Railways and Canals.
Feb. 16, 1925	Calgary, Alta. Canadian National Railway freight sheds.	Canadian National Railways	Alleged that labourers were not being paid the current rate of wages.	The matter was referred to the Canadian National Railways management for attention.
Nov. 18, 1924	Toronto, Ont. Seed building.	Department of Public Works	Complaint against a reduction in the wages of bricklayers.	The workmen in question ceased work but returned later, accepting the reduced rate of wages.
Feb. 13, 1925	Toronto, Ont. Seed building.	Department of Public Works	Alleged that carpenters were not receiving the current rate of wages.	Investigation by an officer of the Department of Labour showed that the claim was justified. The contractors subsequently adjusted the matter.
Feb. 23, 1925	Prince Rupert, B.C. Seed building.	Trade and Commerce	Alleged that carpenters were not receiving the current rate of wages.	The matter was investigated by an officer of the Department of Labour who found the claim was justified. The contractors agreed to pay the prevailing rate, settlement to be retroactive from commencement of the work.
Dec. 19, 1924	Lachine, P.Q. Wharf.	Public Works	Alleged that the current rates of wages were not being paid to certain workmen.	Investigation showed that the complaint was not justified.
April 17, 1924	Edmonton, Alta. Government elevator.	Trade and Commerce	Alleged that certain workmen in the fair wages clause both in respect of hours of labour and wages were not being observed.	The matter was investigated by an officer of the Department of Labour and amicably adjusted.
June 23, 1924	Quebec, P.Q. Refrigerator for Quebec Harbour Commissioners	Marine and Fisheries	Request for revision of wages and hours.	Through the mediation of an officer of the Department of Labour the matter was satisfactorily adjusted.
May 1, 1924	Vancouver, B.C. Second Narrows bridge.	Railways and Canals	Alleged that carpenters and bridgemen were not receiving the current rate of wages.	The matter was investigated by an officer of the Department of Labour and the contractors agreed to pay the prevailing rates of wages and to settle claims for retroactive pay.
Jan. 12, 1924	Port Colborne, Ont. Government elevator.	Railways and Canals	Alleged that the current rates of wages and working hours were not being observed for the steel workers.	The complaint was investigated by an officer of the Department of Labour and settlements were made with the workmen in question.
May 31, 1924	Hochelaga, P.Q. No. 3 elevator.	Marine and Fisheries	Alleged that certain workmen employed on the erection of steel armature were not receiving the current rates of wages.	The matter was referred to the Department of Marine and Fisheries and was also investigated by an officer of the Department of Labour who found that the wage rate paid was fair and reasonable.
Mar. 3, 1924	Esquimaux, B.C. Dry dock.	Public Works	Alleged that prevailing rate of wages was not being paid for pipe work.	Investigation showed that the complaint was not justified.
June 13, 1924	Vancouver, B.C. Elevators Nos. 1 and 2.	Railways and Canals	Alleged non-observance of proper labour conditions.	Investigation by a Fair Wage Officer of the Department of Labour showed that the men employed on Elevators Nos. 1 and 2 were receiving the prevailing rate of wages. The contractors also agreed to employ more journeymen on Elevator No. 2.
Aug. 6, 1924	Vancouver, B.C. Elevators Nos. 1 and 2.	Railways and Canals	Alleged that carpenters were not receiving the current rate of wages.	Investigation by a Fair Wages Officer of the Department of Labour showed that the complaint was justified and the Minister of Labour issued a ruling making effective the increased rate for carpenters.
Mar. 1, 1924	Welland Ship Canal	Railways and Canals	Alleged that compressor operators, pumpmen, hostlers, and other workmen employed on a double shift of 12 hours had not been allowed a definite meal hour during which they had been relieved of duty.	Investigation by an officer of the Department of Labour showed that this complaint was justified and the Department of Labour adjusted the claims of workmen for all time worked beyond the 10 hour day.
May 7, 1924	Welland Ship Canal	Railways and Canals	Alleged that hoist engineers were not receiving the prevailing rate of wages.	Investigation was made by an officer of the Department of Labour and the contractor agreed to pay the current rate for hoist engineers and to adjust the claims of the workmen who had received less.

TABLE of Fair Wage Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1925—*Concluded*

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
June 9, 1924	Welland Ship Canal.....	Railways and Canals.	Alleged that labourers were employed on the erection of a steel tower and were not receiving the current rate of wages.	A conference between representatives of the contractors and of the structural iron workers was arranged by an officer of the Department of Labour and it was agreed that the structural iron workers' rate should apply to this work. The matter was taken up with the various contractors and the latter granted to business agents the privilege of visiting the members of their respective crafts during the lunch hour.
June 9, 1924	Welland Ship Canal.....	Railways and Canals.	Request from labour unions that business agents be allowed to visit the members of their respective crafts during the lunch hour.	
Oct. 1, 1924	Welland Ship Canal.....	Railways and Canals.	Alleged that carpenters employed on the construction of cribs at Port Maitland for use in the breakwater at Port Colborne were not receiving the current rate of wages.	The matter was investigated by an officer of the Department of Labour and satisfactorily adjusted.
.....	Welland Ship Canal.....	Railways and Canals.	Claims from a number of individual workmen of different classes that they had not received the proper rates of wages to which they were entitled.	
Jan. 1, 1925	Welland Ship Canal.....	Railways and Canals.	Request was made by the various contracting firms on the canal for a revision by the Minister of Labour of the wage scale and hours which were established by direction of the Minister in June, 1923.	Investigation was made by an officer of the Department of Labour, accompanied by a representative of the Department of Railways and Canals, to ascertain the current wages rates and hours in the district of the various classes of labour employed in the canal construction. The Minister of Labour was present and attended a conference of the contractors and business agents at which the whole subject was discussed fully. A revision of the schedule of wages rates and hours was sanctioned by the Minister of Labour effective from April 1, 1925.

IV. STATISTICS

During the year statistics of strikes and lockouts, wages and hours of labour, prices and cost of living, employment and industrial accidents have been collected and published regularly in the *Labour Gazette*, annual reviews also appearing soon after the close of the calendar year. In accordance with the "Statistics Act, 1918," and under arrangements with the Dominion Statistician, approved by Order in Council dated October 16, 1922, certain classes of these statistics are collected and published in co-operation with the Dominion Statistician, in close association with statistics of general social and economic conditions as organized in the Dominion Bureau of Statistics. The classification of industries and occupations drawn up in the bureau is followed in the compilation of the statistics of labour.

Statistics respecting employment appear in chapter VII of the present report.

STRIKES AND LOCKOUTS DURING 1924

The year 1924 was marked by a smaller number of strikes and lockouts than 1923 or 1922, which years in turn had shown lowest numbers of disputes since 1915. Of the 73 disputes in existence during the year, 10 were carried over from 1923, there being 63 which began during 1924. At the end of the year two disputes were still in existence, one of clothing workers in Montreal, which began in December, and one of coal miners at Drumheller, Alberta, which began on December 29. The numbers of employees involved and the time loss in man working days were much greater than in 1923, and nearly as great as in 1922, owing to a strike of over 7,000 coal miners in Alberta and British Columbia, which lasted from April to October, and caused a time loss of over one million working days. A strike of similar magnitude and duration had occurred in 1922 also.

The other principal disputes during the year included a strike of about 10,000 coal miners in Nova Scotia in January and February, and the strike of job printing compositors for the 44-hour week which began in 1921 and continued in Canada in six cities, being not called off until August 30, 1924. A strike of loggers in British Columbia in January and February involved over 1,500 employees, causing a time loss of nearly 45,000 working days.

The departmental record of strikes and lockouts in Canada was begun on the establishment of the department toward the end of 1900 and particulars of industrial disputes have been given each month in the *Labour Gazette*; also as early in each year as possible a summary statement of the previous calendar year is printed in the *Labour Gazette*, with a statistical analysis. The figures are given for the calendar rather than the fiscal year, because in this form they become more easily comparable with statistics on the same subject gathered in other countries, which also as a rule use the calendar year. The figures printed are inclusive of all strikes which come to the knowledge of the department, and the methods taken to secure information practically preclude probability of omissions of a serious nature. So far as concerns figures given with respect to duration of strikes, numbers of employees concerned, etc., it is impossible always to secure exact information, but the estimate made in such cases is the result of painstaking methods in the collection of data, and, with increasing experience in dealing with the subject, it is believed that the statistics indicate the conditions with reasonable precision.

The record of the department includes lockouts as well as strikes, but a lockout or an industrial condition which is undoubtedly a lockout is rarely

encountered. In the statistical tables, therefore, strikes and lockouts are recorded together under the term "industrial disputes."

A strike or lockout, included as such in the records of the department, is a cessation of work involving six or more employees, and lasting more than one working day. Disputes of only one day's duration or less and disputes involving less than six employees have not been in the past included in the published record, but a separate record of such disputes has been maintained in the department. For 1924, however, any such disputes involving a time loss of ten working days or more are included in the published record, there being five of these, involving twenty-six employees and resulting in a time loss of 760 working days.

The accompanying chart of the time loss in working days, by groups of industries for each year back to 1901, shows that in mining considerable time loss occurred in 1903, 1909, 1910, 1911 and 1913, and again in 1917, 1919, 1922, 1923 and 1924. In the metal trades no great time loss appeared except in 1919, when the strikes in the metal trades in various cities and the general strike in Winnipeg in sympathy with the metal trades' strike there, caused a time loss of about two million days. In 1918, 1920 and 1923, however, the time losses (in these trades) were larger than in other years. In building and construction considerable time loss appeared in 1903, 1907, 1911 and 1919. In transportation there was considerable time loss only in 1901, due to a strike of trackmen; in 1908, due to a strike of railway shop machinists; and in 1918 and 1919, due to numbers of strikes in street railway operation, as well as among freight handlers, in local transportation, cartage, etc.

RECORD OF INDUSTRIAL DISPUTES BY YEARS, 1901 TO 1924

Year	Number of Disputes		Disputes in existence in the year		
	In existence in the year	Beginning in the year	Employers involved	Employees involved	Time loss in working days
1901.....	104	104	273	28,086	632,302
1902.....	121	121	420	12,264	120,940
1903.....	146	146	927	50,041	1,226,500
1904.....	99	99	575	16,482	265,004
1905.....	89	88	437	16,223	217,244
1906.....	141	141	1,015	26,050	359,797
1907.....	149	144	825	36,224	621,962
1908.....	68	65	175	25,293	708,285
1909.....	69	69	397	17,332	871,845
1910.....	84	82	1,335	21,280	718,635
1911.....	99	96	475	30,094	2,046,650
1912.....	150	148	989	40,511	1,099,208
1913.....	113	106	1,015	39,536	1,287,678
1914.....	44	40	205	8,678	430,054
1915.....	43	38	96	9,140	106,149
1916.....	75	74	271	21,157	208,277
1917.....	148	141	714	48,329	1,134,970
1918.....	196	191	766	68,489	763,341
1919.....	298	290	1,913	138,988	3,942,189
1920.....	285	272	1,273	52,150	886,754
1921.....	145	138	907	22,930	956,461
1922.....	85	70	569	41,050	1,975,296
1923.....	91	77	419	32,868	768,474
1924.....	73	63	415	32,494	1,770,825
Total.....	2,915*	2,803	16,406*	835,689*	23,118,849

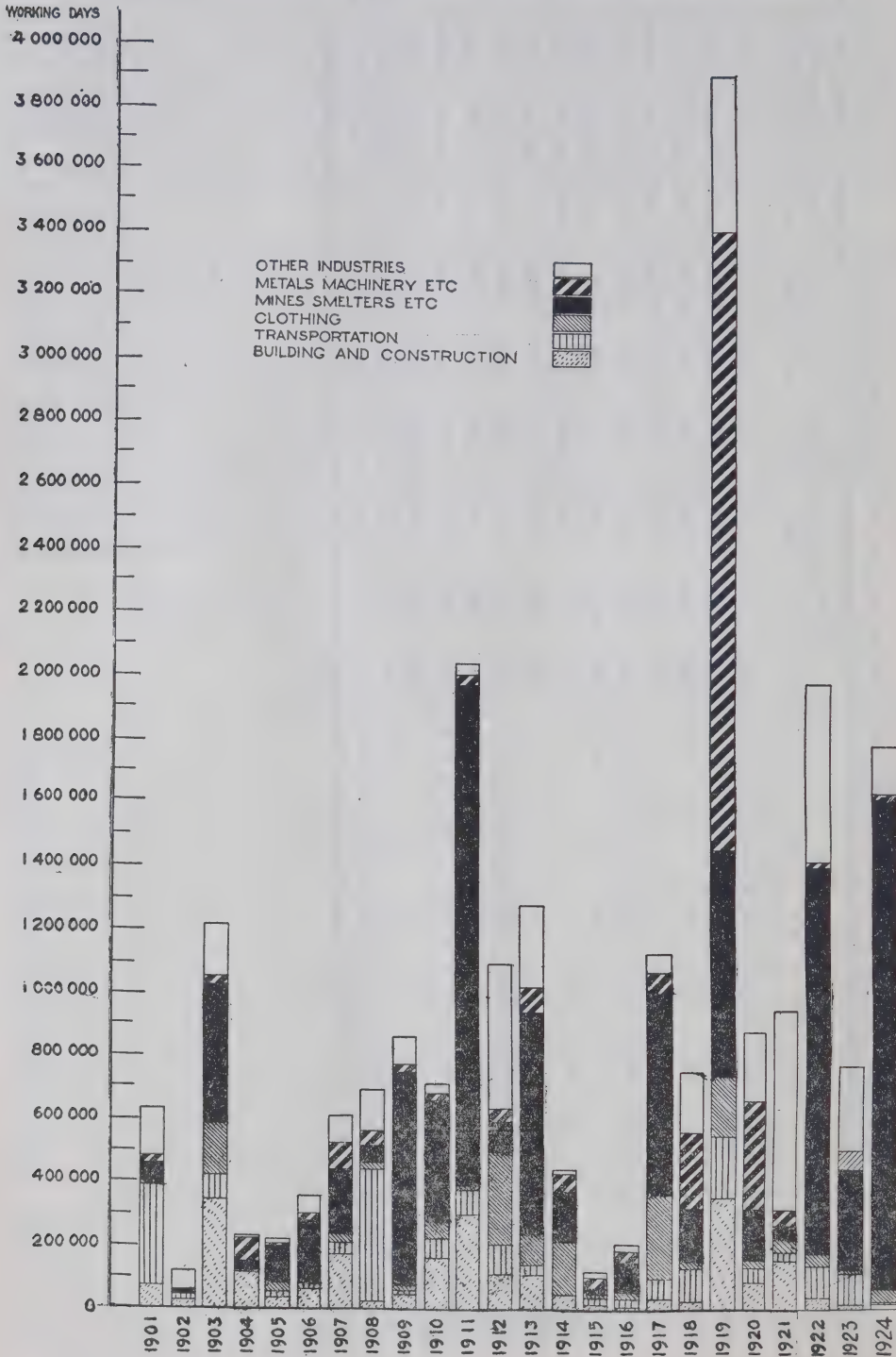
*In these totals figures for disputes extending over the end of a year are counted more than once.

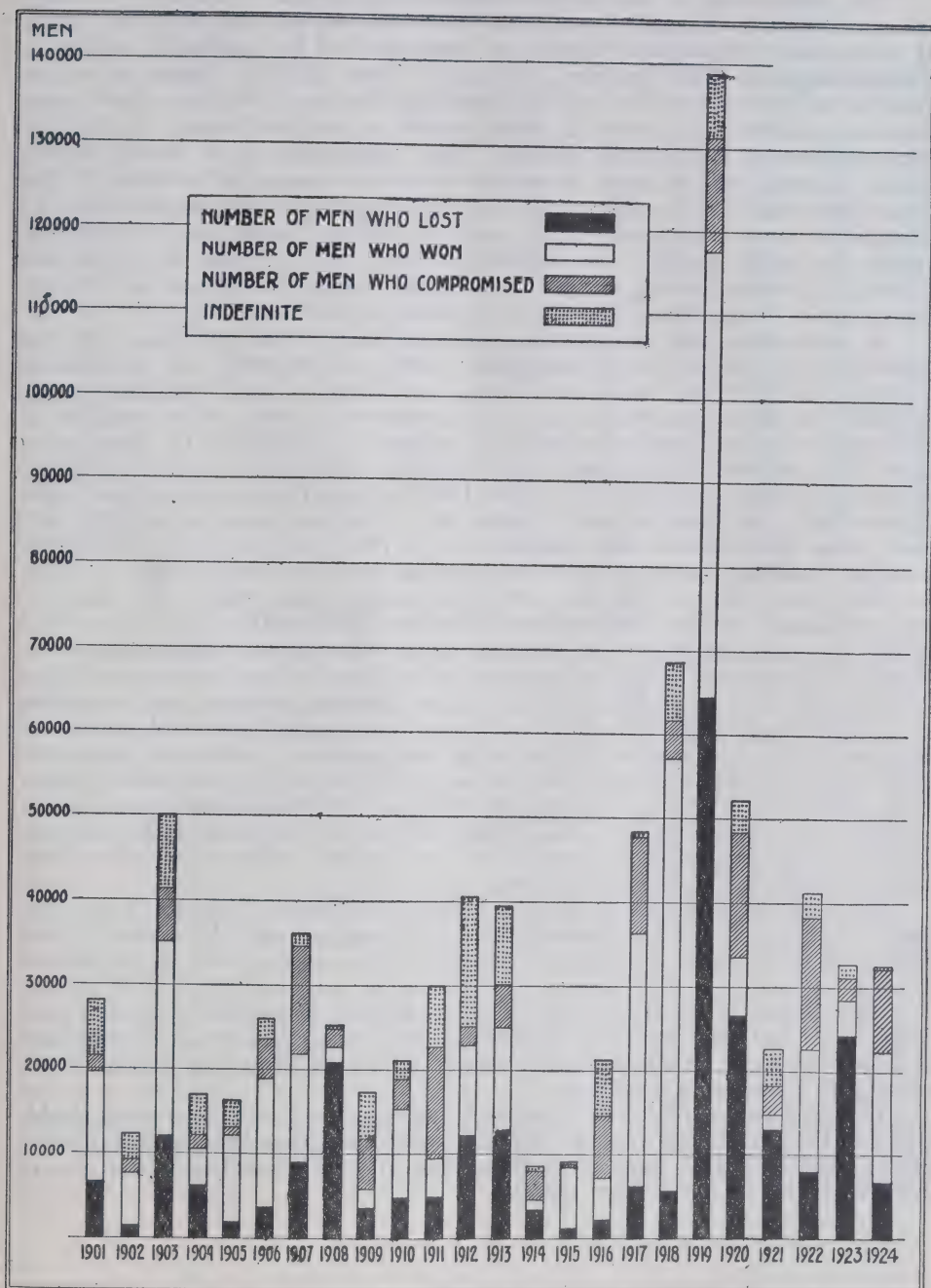
STRIKES AND LOCKOUTS, 1920, 1921, 1922, 1923, AND 1924, BY MONTHS

	Disputes in existence					Number of employees affected					Time lost in working days				
	1920	1921	1922	1923	1924	1920	1921	1922	1923	1924	1920	1921	1922	1923	1924
January.....	35	23	22	18	13	2,800	1,765	3,435	2,852	14,294	35,535	30,646	68,474	53,966	209,834
February.....	25	31	24	20	17	2,345	2,906	3,200	3,950	12,933	30,920	36,361	62,935	46,030	197,083
March.....	28	32	20	19	13	4,116	3,468	2,569	1,533	827	39,027	55,502	62,737	33,229	11,087
April.....	48	29	26	27	16	6,899	4,453	13,086	2,561	8,667	75,445	63,480	272,946	34,972	199,968
May.....	79	56	31	39	14	13,856	9,323	13,433	4,767	7,955	159,072	175,889	279,857	53,891	202,710
June.....	66	50	25	28	26	15,793	10,239	11,093	6,268	12,296	185,732	188,020	263,402	42,406	214,790
July.....	59	41	21	23	19	10,016	9,413	15,553	18,095	8,701	137,841	92,891	255,734	307,433	210,736
August.....	30	31	25	20	16	4,840	3,442	25,364	3,651	9,472	74,366	73,273	450,692	30,721	206,118
September.....	29	26	23	18	9	2,806	3,948	17,736	1,729	7,687	28,330	59,849	99,732	30,773	183,723
October.....	21	17	18	16	7	6,168	1,897	3,240	2,322	8,023	72,893	46,036	54,758	50,402	127,763
November.....	14	18	14	15	3	2,295	3,354	2,036	2,237	353	27,269	73,149	43,023	55,978	5,148
December.....	21	18	15	13	3	1,822	3,759	2,950	2,446	125	20,324	61,365	55,986	28,693	1,865
Year.....	*285	*145	*85	*91	*73	*52,150	*22,930	*41,050	*32,868	*32,494	886,754	956,461	1,975,276	768,494	1,770,825

*These figures relate only to the actual number of disputes in existence and the employees involved during the year, not being a summation in each case of the monthly figures.

TIME LOSS IN WORKING DAYS THROUGH STRIKES AND LOCK-OUTS BY GROUPS OF INDUSTRIES EACH YEAR 1901-24



RESULTS OF STRIKES AND LOCKOUTS ACCORDING TO NUMBERS
OF EMPLOYEES INVOLVED IN 1901-1924

PRICES AND COST OF LIVING

The publication in the *Labour Gazette* each month of statistics of retail prices of staple foods, and of coal and wood and coal oil, and as to the rentals of six-roomed workmen's houses in some sixty of the industrial centres of Canada, begun in 1910, has been continued. Since 1921 the figures as to food prices have been secured through the Dominion Bureau of Statistics from representative butchers and grocers in these centres, as well as through the resident correspondents of the *Labour Gazette*. The calculation of a weekly family budget of foods, fuel and rent, in order to show the changes in the costs of these items from month to month, which has been continued and supplemented by information as to the changes in the costs of clothing, boots, etc., secured half-yearly, has made possible the publication from time to time in the *Labour Gazette* of a table showing, by percentages, the changes in the cost of the principal items of family consumption, as in the accompanying table.

In connection with the statistics of wholesale prices published by the department in special reports from 1910 to 1917 and monthly in the *Labour Gazette* since 1911, it is to be noted that, as a result of an arrangement made in 1918, the Dominion Statistician has constructed a new index number of wholesale prices in Canada designed to replace that published by the department as the official index number for Canada. The index number calculated by the department covering the period 1890 to date (based upon prices 1890-1899 as 100) has therefore been discontinued. The new index is weighted and based upon the prices of 238 commodities in 1913, and has three systems of grouping, enabling analyses to be made from three different points of view. For the years prior to 1913 the new index number was constructed from the prices published by the Department of Labour from 1890 to 1913 using 1913 as 100, the index number being unweighted for this period. This number was issued by the bureau in 1923, a summary being given in the *Labour Gazette* for June of that year. The figures for the main grouping, namely, that according to "Chief Component Material," have now been carried back by months to the year 1913. The figures for the other two groupings have been calculated by months from 1919 to date. Pending the publication of the new index number by months back to 1913 the department continued the publication in the *Labour Gazette* of its index number of 272 commodities up to the end of 1924, but published the summary tables of the new index each month with notes on the prices movement and this is being continued.

Other index numbers of wholesale prices in Canada calculated by Professor H. Michell, the Canadian Bank of Commerce, and the United States Federal Reserve Board, are given in summary form each quarter in the *Labour Gazette*.

Statistics as to the movements of prices in other countries have been published in the *Labour Gazette* as in previous years, the considerable development of statistical work of this nature in nearly all countries having increased the amount of information available.

The statistics of prices and cost of living have been used to a considerable extent in the adjustment of wages, while in some cases employers and employees have agreed to adjust wage rates from time to time according to the cost of living statistics in the *Labour Gazette*.

CHANGES IN THE COST OF LIVING IN CANADA FROM 1913 TO 1924

(Average prices in 1913=100)

Date	Food	Fuel	Rent	Cloth- ing	Sun- dries	All
Dec. 1914.....	108	98	92	110	100	102
Dec. 1915.....	111	97	84	125	105	104
Dec. 1916.....	138	110	86	143	110	119
Dec. 1917.....	167	134	94	167	145	143
Dec. 1918.....	186	163	102	198	160	162
Dec. 1919.....	201	166	117	234	180	179
July 1920.....	229	191	134	260	190	201
Dec. 1920.....	202	218	139	235	190	192
Mar. 1921.....	180	208	139	195	188	177
June 1921.....	152	197	143	173	181	163
Sept. 1921.....	161	189	145	167	170	163
Dec. 1921.....	150	187	145	158	166	156
April 1922.....	140	181	145	155	164	152
July 1922.....	140	179	146	155	164	152
Sept. 1922.....	140	189	146	155	164	152
Dec. 1922.....	141	186	146	155	164	153
April 1923.....	145	189	146	155	164	154
July 1923.....	139	182	147	155	164	152
Sept. 1923.....	142	183	147	155	164	153
Dec. 1923.....	146	185	146	155	164	154
April 1924.....	139	180	147	155	164	151
July 1924.....	135	176	147	155	164	150
Sept. 1924.....	140	176	147	155	164	151
Dec. 1924.....	144	175	146	155	164	153

WAGES AND HOURS OF LABOUR

Statistics as to wages and hours of labour are secured to a considerable extent in connection with the work of the department on strikes and lockouts, industrial agreements, conciliation and mediation in industrial disputes, proceedings under the Industrial Disputes Investigation Act, 1907, fair wage schedules, and reports of changes in wages and hours. Reports are also secured each year from representative employers in the various industries and from labour organizations as to the rates of wages in effect.

The series of bulletins on wages and hours of labour in Canada begun in 1921 has been continued. Report No. 7, issued as a supplement to the *Labour Gazette* for January, 1925, gives information as to rates of wages in certain trades and industries for 1920 to 1924. The accompanying table from Report No. 7 indicates the movement in wage rates during 1924, as compared with previous years for the classes included, and these index numbers are intended to show the trend in wage rates pending the calculation and publication of an index number covering the industries more completely. It will be noted that during 1924 wages rose slightly in several of the groups, but fell in coal mining. There were advances in the building trades, metal trades and printing trades, as well as in common labour in factories and lumbering. Report No. 8, issued as a supplement to the *Labour Gazette* for April, 1925, was supplementary to Report No. 7, and dealt with wages from 1920 to 1924 in certain manufacturing industries, in local transportation, in grain elevators, in laundries, and for telephone and civic employees.

INDEX NUMBERS OF RATES OF WAGES FOR VARIOUS CLASSES OF LABOUR IN CANADA,
1901-1924. (Rates in 1913=100)

Year	Building Trades	Metal Trades	Printing Trades	Electric Railways	Steam Railways	Coal Mining	Average	Common Factory Labour	Miscellaneous Factory Trades	Lumbering
1901.....	60.3	68.6	60.0	64.0	70.8	82.8	67.8			
1902.....	64.2	70.2	61.6	68.0	73.6	83.8	70.2			
1903.....	67.4	73.3	62.6	71.1	76.7	85.3	72.7			
1904.....	69.7	75.9	66.1	73.1	78.6	85.1	74.8			
1905.....	73.0	78.6	68.5	73.5	78.9	86.3	76.5			
1906.....	76.9	79.8	72.2	75.7	80.2	87.4	78.7			
1907.....	80.2	82.4	78.4	81.4	85.5	93.6	83.6			
1908.....	81.5	84.7	86.5	81.8	86.7	94.8	85.0			
1909.....	83.1	86.2	83.4	81.1	86.7	95.1	85.9			
1910.....	86.9	88.8	87.8	85.7	91.2	94.2	89.1			
1911.....	90.2	91.0	91.6	88.1	96.4	97.5	92.5	94.9	95.4	93.3
1912.....	96.0	95.3	96.0	92.3	98.3	98.3	96.0	98.1	97.1	98.8
1913.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1914.....	100.8	100.5	102.4	101.0	101.7	101.9	101.4	101.0	103.2	94.7
1915.....	101.5	101.5	103.6	97.8	101.7	102.3	101.4	101.0	106.2	89.1
1916.....	102.4	106.9	105.8	102.2	104.9	111.7	105.7	110.4	115.1	109.5
1917.....	109.9	128.0	111.3	114.6	110.1	130.8	117.5	129.2	128.0	130.2
1918.....	125.9	155.2	123.7	142.9	133.2	157.8	139.8	152.3	146.8	150.5
1919.....	148.2	180.1	145.9	163.3	154.2	170.5	160.4	180.2	180.2	169.8
1920.....	180.9	209.4	184.0	194.2	186.6	197.7	192.1	215.3	216.8	202.7
1921.....	170.5	186.8	193.3	192.1	165.3	208.3	186.1	190.6	202.0	152.6
1922.....	162.5	173.7	192.3	184.4	155.1	197.8	176.8	183.0	189.1	158.7
1923.....	166.4	174.0	188.9	186.2	157.4	197.8	178.4	181.7	196.1	170.4
1924.....	169.7	175.5	191.9	186.4	157.4	192.4	179.3	183.2	197.6	183.1

*Simple average of six preceding columns.

FATAL INDUSTRIAL ACCIDENTS IN CANADA IN 1924

Fatalities due to industrial accidents in Canada, as shown by reports to the Department of Labour, numbered 1,281 in 1924, as compared with 1,412 in 1923. The number of persons employed during the year was, however, somewhat smaller than during 1923. In both years logging had a higher fatality record in proportion to the number of workers employed than any other industry; falling trees, branches, etc., were responsible for 90 deaths in 1924, drownings for 39, and the handling of materials in rolling, piling and loading operations for 25 deaths. The non-metallic mineral mining and quarrying industry was second in its rate of fatalities, a principal cause being the fall of loose rocks from the sides of open pits. In the mining, smelting and quarrying group the three main causes of fatalities were falls of rock, which accounted for 65 deaths, explosives which accounted for 25 deaths, and mine and quarry cars which accounted for 24 deaths. In steam railway service 139 deaths were reported; in water transportation, 76; in storage and local transportation, 39; and in public utilities, including the telegraph and telephone services, 45. In the manufacturing industries 164 fatalities were reported, the greatest number being in the saw and planing mills and in the iron, steel and products groups. Ninety-three deaths occurred in the agricultural group, 21 being caused by horses and 12 by farm machinery.

The greatest loss of life in all groups was caused by falling objects, which included the 90 deaths already mentioned as due to falling trees, branches, etc., in the logging industry, 65 deaths due to falling rocks, etc., in the mines and quarries, 25 caused by material falling from elevations, loads, piles, etc., and 21 due to the collapse of structures. Moving trains, vehicles, etc., caused the death of 236 employees, derailments and collisions causing 22 of these fatalities, being struck by, run over or crushed by or between cars and engines causing 106, mine and quarry cars, 24, automobile and other power vehicles, 34, and animal drawn vehicles, 12. There were 135 deaths due to drowning; 83 due to falling from elevations such as scaffolds, bridges, etc., 44 of these being in the construction industries; 10 deaths were due to falls from ladders; 52 were caused by explosive substances and 13 by steam escapes, boiler explosions, compressed air, etc.; 52 deaths were caused by electricity; 5 by hot substances and 5 by gas fumes. Working machinery was responsible for 46 deaths. About 30 persons died from infection following injuries.

The accompanying table shows the fatal industrial accidents in 1924, classified by months, and the ratio of accidents to the number of employees in certain of the industries based on figures showing the estimated number of persons employed in these industries in 1923, the figures for 1924 being not available at the time of publication:—

FATAL INDUSTRIAL ACCIDENTS DURING 1924, BY MONTHS

Industry or Trade	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total in 1924	Per cent of total	Estimated number of employees in 1923	Ratio of accidents in 1924 per 1,000 employees	Total fatalities in 1923	Per cent of total	Ratio of accidents in 1923 per 1,000 employees
Agriculture	4	2	7	6	8	7	14	17	6	8	7	7	93	7.3	*988,000	0.1	129	9.1	0.1
Logging	20	22	15	19	22	15	14	10	12	12	30	24	215	16.9	33,795	6.2	195	13.8	5.8
Fishing and Trapping	1	3	3	1	2	2	13	...	3	3	2	...	33	2.6	53,517	0.6	29	2.1	0.5
Mining, Non-Ferrous																			
Smelting and Quarry-																			
ing	13	17	22	12	17	12	9	19	9	13	10	17	170	13.2	66,952	2.6	187	13.3	2.8
Metalliferous mining.....	6	2	4	6	6	3	3	7	2	4	4	3	50	3.8	16,472	3.2	40	2.9	2.4
Coal mining.....	4	10	13	4	5	4	2	11	5	5	4	10	77	6.0	32,046	2.4	113	8.0	3.5
Non-metallic mineral mining and quarrying, n.e.s.....	2	4	4	2	2	4	2	1	2	4	2	3	32	2.5	7,014	4.6	25	1.8	3.6
Clay products and struc- tural materials, n.e.s.....	1	1	1	...	4	1	2	...	...	...	...	1	11	.9	11,420	1.1	9	0.6	0.8
Manufacturing	15	15	20	16	13	14	15	13	9	16	4	14	164	12.7	...	...	198	14.0	...
Vegetable foods, drink and tobacco.....	2	...	1	1	...	2	3	...	...	2	...	2	13	1.0	53,569	0.2	14	1.0	0.3
Animal edible products.....	1	...	2	...	2	2	...	2	1	...	...	1	11	0.9	34,431	0.3	13	0.9	0.4
Textiles.....	1	...	1	1	...	1	...	...	...	3	...	...	7	0.5	92,669	0.1	9	0.6	0.1
Leather, fur and paper goods.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	25,568	...	4	0.3	0.2
Rubber goods.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11,809	...	4	0.3	0.3
Pulp, paper and paper goods.....	3	2	2	3	2	2	3	1	2	...	1	1	22	1.7	...	...	24	1.7	...
Printing and publishing...	...	...	...	1	...	1	...	1	...	...	...	...	3	0.2	†118,462 (in 1922)	0.7	2	0.1	...
Saw and planing mills.....	6	4	7	4	...	1	5	2	3	7	...	...	41	3.2	...	...	38	2.7	0.6
Wood products.....	2	2	...	...	2	2	...	1	...	2	1	3	13	1.0	...	...	8	0.6	...
Iron, steel and products.....	2	6	6	5	4	4	4	3	2	2	1	3	42	3.2	88,071	0.5	66	4.7	0.8
Non-metallic mineral pro- ducts.....	...	...	1	...	...	...	...	...	...	...	...	...	1	0.1	16,677	0.1	...	...	...
Non-ferrous metal pro- ducts.....	...	...	...	...	...	...	...	1	...	...	...	...	1	0.1	21,409	0.4	3	0.2	0.1
Chemical and allied pro- ducts.....	...	1	...	1	...	...	...	2	...	...	...	3	7	0.6	15,939	0.4	9	0.6	0.6
Miscellaneous products...	...	...	...	...	1	...	...	...	...	...	1	1	3	0.2	22,407	0.1	4	0.3	0.2
Construction	7	12	9	18	9	23	25	28	19	22	18	8	195	15.5	...	...	177	12.5	...
Buildings.....	4	3	3	4	2	13	13	11	10	12	7	5	87	6.8	...	...	69	4.9	...
Railway construction.....	...	...	1	6	4	...	3	4	4	1	...	...	26	2.0	...	...	31	2.2	...
Shipbuilding.....	1	1	3	...	1	...	...	...	...	...	...	...	6	0.5	4,051	1.5	4	0.3	1.0
Miscellaneous construction	2	5	5	5	3	9	9	13	5	9	11	3	79	6.2	...	...	73	5.1	...
Transportation and Public Utilities	27	19	19	23	22	29	35	26	25	38	33	16	312	24.3	...	...	372	26.4	...
Steam railways.....	6	15	7	9	11	6	18	10	15	17	18	7	139	1.9	178,052	0.8	168	11.9	0.9
Street and electric rail- ways.....	...	...	2	3	...	2	2	3	1	...	...	...	13	1.0	11,346	1.1	13	0.9	1.1
Water transportation.....	15	3	7	4	7	11	4	3	6	7	6	3	76	5.9	...	...	100	7.1	...
Air transportation.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	5	0.4	...
Storage and local trans- portation.....	4	1	3	1	2	4	5	1	6	4	4	...	39	3.0	...	...	40	2.8	...
Telegraph and telephones	1	...	1	1	...	2	...	2	...	...	...	...	9	0.7	28,567	0.3	8	0.6	0.3
Public utilities, n.e.s.....	1	...	5	1	6	5	5	...	6	5	2	...	36	2.8	11,094	3.2	38	2.7	3.4
Trade	1	...	1	1	2	1	...	2	...	2	1	2	13	1.0	...	...	24	1.7	...
Wholesale.....	1	...	...	...	...	...	...	...	1	6	1	...	3	0.2	...	...	7	0.5	...
Retail.....	...	...	1	1	2	1	...	2	...	1	1	1	10	0.8	...	...	17	1.2	...
Service	3	1	...	6	...	3	3	3	3	2	...	3	27	2.1	...	...	61	4.3	...
Public and municipal.....	...	...	3	...	...	2	1	3	3	1	...	2	17	1.3	...	...	27	1.9	...
Recreational.....	...	1	...	...	...	1	...	...	...	1	...	...	3	0.2	...	...	5	0.4	...
Laundering and dyeing.....	...	...	1	...	...	...	...	...	...	...	...	...	1	0.1	...	...	1	0.1	...
Domestic and personal.....	1	...	2	...	1	1	...	...	...	...	...	1	6	0.5	...	...	28	1.9	...
Miscellaneous	8	3	5	6	5	3	7	3	4	5	...	7	56	4.4	...	...	40	2.8	...
Totals	95	92	101	110	99	109	124	134	87	121	106	100	1,251	100.0	...	...	1,412	100	...

*Estimate figures based on comparison of number of farms in 1921 with numbers of farms in 1911 and on number of agricultural workers given in census of 1911. The figures include farm operators, farm labourers and farmers' sons over 14 years.
†Figure for wood and paper products for 1923 not yet available.

V. LABOUR GAZETTE

The *Labour Gazette* was published monthly in English and French during the fiscal year ending March 31, 1925, which was the twenty-fourth year of its existence. The average monthly paid circulation of the two editions was 7,649, or 6,581 of the English edition and 1,068 of the French. A nominal subscription of 20 cents a year, or 3 cents per copy, is charged, the purpose of the subscription being to keep the distribution within the limits of the actual demand, rather than to pay the cost of production. The subscription list includes the names of chartered banks, employing firms, and labour unions which paid subscriptions in behalf of their individual officers or members. In addition to the paid circulation, the publication is issued gratuitously to certain public bodies and institutions, including government departments, both federal and provincial, municipalities, university and public libraries, boards of trade, labour organizations, newspapers and trade journals, as well as to certain persons who supply from time to time information requested by the department. Free single copies are frequently sent to persons seeking information on subjects dealt with in a particular issue. The average monthly distribution of complimentary copies was 3,723 of the English and 667 of the French edition.

The *Labour Gazette* contains the official record of all proceedings under the Industrial Disputes Investigation Act, 1907, including the full texts of the reports of Boards of Conciliation and Investigation established under the provisions of the Act. Information is also given in the *Labour Gazette* with respect to proceedings under the other statutes administered by the Department of Labour, including the Employment Offices Co-ordination Act, the Technical Education Act, the Government Annuities Act, and the Combines Investigation Act, and to proceedings under the federal Order in Council providing for the payment of fair wages on Dominion Government contracts.

The *Labour Gazette* is the usual medium for the publication of the "statistical and other information relating to the conditions of labour" which, under the provisions of the Conciliation Act of 1900, the department is required to collect, digest and publish. These records include a monthly analysis of prices, wholesale and retail, in Canada, with estimates of the average cost of living, the prices of staple articles, and index numbers of price movements over a series of years. Similar statistics compiled from records in other countries are also given for the purpose of comparison. Periodical statements and tables appear indicating the movements of employment and the extent of unemployment in Canada and in the various provinces and municipalities. This information is derived from three sources: (1) reports received from the 63 offices of the Employment Service of Canada showing the number of applications for work, the existing vacancies, and the number of workpeople placed in positions; (2) reports from trade unions showing the extent of unemployment among their members; and (3) reports from employers throughout Canada showing the number of employees on their pay-rolls. Statistical information on changes in wages and hours of labour is presented from time to time in special articles. Monthly and annual tables of industrial disputes are also given, showing the causes, extent and results of strikes and lockouts in Canada. The agreements entered into between employers and workmen are described each month in detail. Quarterly and annual statistics are given of the fatal accidents that have occurred in the various branches of industry, stress being laid on the causes of these accidents with a view to the possible elimination of some of the risks of industry; a series of notes on industrial safety and health is also published monthly with the same object.

The labour legislation enacted by the Dominion Parliament and by the legislatures of the various provinces is outlined in the *Labour Gazette* on the

conclusion of each session, and note is made, as far as possible, of the outstanding activities throughout Canada under existing Acts or regulations. These records are of interest as showing a tendency towards uniformity among various provincial Acts concerning the regulation of factories and mines, workmen's compensation, minimum wages, mothers' allowances, and in many other fields of legislative action. Each issue contains further an account of important recent legal decisions affecting labour.

The conventions and other activities of labour unions are noted from month to month, with particular reference to legislative proposals put forward by labour men. The subject of technical education and apprentice training is also covered in a series of notes in each issue.

Prominence is given in the *Labour Gazette* to the important work of the League of Nations International Labour Organization, the draft conventions and recommendations put forward from time to time being printed in full, and a record kept of the progress of ratification, both in Canada and in other countries.

In addition to the regular periodical articles, each issue of the *Labour Gazette* contains special articles on subjects arising out of the general work of the department, as well as notes on current topics of interest to labour.

VI. COMBINES INVESTIGATION ACT, 1923

The Combines Investigation Act, 1923, chapter 9, 13-14 George V, which became law on June 13, 1923, was, by Order in Council of August 14, 1923, placed under the Minister of Labour for general administration. By Order in Council of August 25, 1923, Mr. Harry Hereford, Industrial Engineer of the Department of Labour, was appointed Registrar of the Combines Investigation Act.

Section 2 of the Act defines a combine as follows:—

(a) The expression "Combine" in this Act shall be deemed to have reference to such combines immediately hereinafter defined as have operated or are likely to operate to the detriment of or against the interest of the public, whether consumers, producers or others; and limited as aforesaid, the expression as used in this Act shall be deemed to include (1) **mergers, trusts and monopolies** so called, and (2) the relation resulting from the purchase, lease, or other acquisition by any person of any control over or interest in the whole or part of the business of any other person, and (3) any actual or tacit contract, agreement, arrangement, or combination which has or is designed to have the effect of (i) limiting facilities for transporting, producing, manufacturing, supplying, storing or dealing; or (ii) preventing, limiting or lessening manufacture or production; or (iii) fixing a common price or a resale price, or a common rental, or a common cost of storage or transportation; or (iv) enhancing the price, rental or cost of article, rental storage or transportation; or (v) preventing or lessening competition in, or substantially controlling within any particular area or district or generally, production, manufacture, purchase, barter, sale, storage, transportation, insurance or supply; or (vi) otherwise restraining or injuring trade or commerce.

and section 26 provides that:—

(a) Every one is guilty of an indictable offence and liable to a penalty not exceeding ten thousand dollars or to two years' imprisonment, or if a corporation to a penalty not exceeding twenty-five thousand dollars, who is a party or privy to or knowingly assists in the formation or operation of a combine as defined in this Act.

(b) No prosecution for any offence under this section shall be commenced otherwise than at the instance of the Solicitor General of Canada or of the Attorney General of a province.

INVESTIGATION INTO ALLEGED COMBINE IN THE DISTRIBUTION OF FRUIT AND VEGETABLES

Included in the representations received in the department during the first seven months of the operation of the Act, as set forth in the Annual Report of the Department of Labour for the year ending March 31, 1924, was a complaint regarding conditions said to exist in connection with the marketing of British Columbia fruit and vegetables. This matter was being investigated by the registrar at the close of the fiscal year 1923-24, and in July, 1924, an application for an investigation, signed by six residents of British Columbia, led to the appointment of Mr. Lewis Duncan, barrister of Toronto, as commissioner by an Order in Council, which named various parties to the alleged combine, these parties being for the most part members of the Nash organization in Canada, or shareholders in the Growers' Sales Agency, Limited.

The commissioner made an interim report to the minister on February 18, 1925, referring to conditions as found in the provinces of British Columbia, Alberta, Saskatchewan, and Manitoba.

The conclusions and recommendations of the commissioner were as follows:—

The conclusions of your commissioner are that the Nash combination of jobbing and brokerage houses is a combine which is operating and has operated detrimentally to the interests of the Canadian public, including in that term producer, consumer and trade opposition. Your commissioner is also of the conclusion that, while other combines within the meaning of the statute exist, such as the self-defensive combine of the members of the Growers' Sales Agency Limited, and the local associations of jobbers who meet to discuss prices and supply, still the Growers' Sales combine would dissolve into its constituent competitive elements if

the jobber-broker connection were made unlawful; and that the price-fixing arrangements of the local associations of jobbers are made more permanent than would ordinarily be the case by the threats of the Nash brokers and supervisors to discipline any price cutter by depriving him of his supply.

The Nash combine is a double combine. It consists first of a combination of a large number of jobbing houses, which has already been referred to as the jobber-jobber combine; and secondly of an association in the one organization of brokerage and jobbing houses, referred to as the jobber-broker combine.

A jobber-broker combine is not a "natural" combine; for it is an attempt to join in the one organization two opposing factors: the broker, whose interest should be solely that of the grower; and the jobber, whose interest is opposed to that of the grower. Such a combination is wrong in principle and dangerous, and your commissioner recommends that it be declared unlawful. There is a mass of testimony in favour of such action, including testimony already quoted from jobbers.

The following resolution passed at a meeting of the directors of the Berry Growers' Co-operative Union of British Columbia, held on January 30, 1925, may be here quoted as showing the feeling of the growers:—

That whereas the fruit and vegetable selling at prairie points is now performed by brokers who are paid for their services by the shippers of British Columbia, and at the same time these brokers are appointed and controlled by jobbers at prairie points who buy British Columbia produce from the brokers, be it resolved that this union goes on record as opposing this principle, and that the Dominion Government be petitioned to pass legislation making jobber-owned brokerages in Canada illegal; and that a copy of this resolution be sent to the Premier, the Ministers of Agriculture and Labour, the Canadian Horticultural Council, and to Mr. Munro, M.P. for the Fraser Valley.

If legislative action is taken to sever the jobber-broker connection of the Nash and Growers' Sales organization, the latter organization will dissolve into its constituent and independent jobber elements. But in the case of the Nash organization there will remain the jobber-jobber combine.

Such an organization has the power by collective action to operate prejudicially to the interests of the public. If there were no collective action, but if each jobber member traded in competition with fellow members and the opposition, no exception could be taken; and the Nash group though much larger would be in the same position as other groups of jobbing houses, conducted under one management, such as the Scott Fruit Co. Limited, P. Burns & Co. Limited, and Macdonald's Consolidated, Limited.

The insistence, however, of the Nash and in a more limited way of the Growers' Sales houses on sales to them being made through their brokerage offices (which for this purpose are only brokerage agencies levying a toll on each transaction), in effect denies a great part of the market in Western Canada to products handled by other brokers. Western Canada has been divided by these organizations into brokerage areas, and the policy has been laid down that brokers selling produce direct to jobbing houses must pay brokerage to the brokerage office within whose area the sale has been made. This toll amounts in some cases to \$90 a car; and it is exacted for the privilege of being allowed to sell to the jobbing house. The charge is made even when the brokerage company has had nothing to do with effecting the sale. This practice restricts distribution, assists the creation of monopoly and injures the producer, consumer and broker. Your commissioner recommends that it be declared unlawful.

The phenomenal advance of the Nash interests at the expense of the independent broker and jobber is bringing Western Canada face to face with the possibility of a monopoly in the distribution of fruits and vegetables. Once monopoly or effective monopolistic control is reached the regulating factor of competition disappears. The only alternative to monopoly is to make possible the continuation of effective competition both of brokers and jobbers.

In the United States of America the courts have been given power to order the dissolution of certain combines on the application of the Federal Trade Commission. Your commissioner suggests the advisability of considering the enactment of similar legislation applicable to persons engaged in the distribution of the products of the soil.

While your commissioner feels that legislative action along the lines indicated is necessary, he is also of the opinion that many of the existing evils could be removed by the establishment of a nation-wide grower-owned selling agency. It would lie with such an agency, while obtaining the best prices for the growers, to give a maximum distribution without wasteful overlapping, and to develop a rational and unified export policy. Provided four tests are met, no merchandizing, no favoritism, the strictest accounting, and the employment of men of probity, that way lies success.

The interim report of the commissioner was, in accordance with section 25 of the Act, remitted to the Attorneys General of the Provinces of British Col-

umbia, Alberta, Saskatchewan and Manitoba for such action as they might respectively deem necessary, and it may be stated that, after the close of the fiscal year, and therefore outside of the period properly covered by this report, the provincial attorneys general above named offered to co-operate with the federal authorities and requested the latter to institute the necessary proceedings. The Dominion Government therefore appointed Mr. J. C. McRuer, Assistant Crown Attorney, of Toronto, as general prosecutor.

INVESTIGATION INTO ALLEGED COMBINE AMONGST COAL DEALERS AT WINNIPEG

A formal application for an investigation, signed by six residents of Winnipeg, Man., led to the appointment in October, 1924, of Mr. David Campbell, K.C., of Winnipeg, as a commissioner to investigate an alleged combine of retail and wholesale coal dealers and coal mine owners, resulting in their acquiring control of the purchase and sale of coal in the province of Manitoba and elsewhere, to the injury of the consumers.

The application presented to the registrar under the Act for an investigation, was accompanied by a formal complaint, signed and sworn to by six residents of Winnipeg, all more or less in touch with the retail coal business. One of the chief allegations was stated by one of the complainants as follows:—

I believe there is a combination in existence among the members of the Winnipeg Retail Coal Dealers' Association to maintain the retail prices of coal at the standards which now maintain among them, and in particular, to maintain the price of Drumheller lump at approximately \$13 per ton. I also believe that one of the methods used by said members of making this combination effective is to cut off the supplies from and to put out of business any coal dealer who will not maintain this said standard of prices. In particular, I believe that the coal dealers who are in the combination are at present engaged in a movement to cut off my coal supplies and to put me out of business, and that the sole reason for this is my unwillingness to co-operate with them in maintaining their scale of charges and my persistence in selling my coal at prices substantially lower than theirs.

The commissioner reported to the minister on February 28, 1925, and, after enumerating the various parties alleged to be included in a combine, allowed that a strong *prima facie* case had been made out by Mr. Hudson and others of the complainants. "Briefly," he said, "they allege that a combine exists among some or all of the above named corporations, firms, associations or individuals whereby the prices of domestic coals to the customers at Winnipeg are enhanced to the amount of from \$300,000 to \$500,000 per year in excess of what was a fair cost, and to this extent was an injury or detriment to the public.

The evidence of Mr. Hudson sets up many facts which pointed strongly to the existence of a combine and documentary evidence produced early in the proceedings apparently corroborated some of his statements and emphasized many of his contentions."

In summarizing the evidence taken at the inquiry, the commissioner referred to the refusal of Mr. Hudson, one of the complainants, to join the Winnipeg Retail Coal Dealers' Association, or to be governed by its fixed prices:—

Mr. Hudson testified that in November or December, 1923, he was approached by Mr. Burns, the secretary of the Retail Coal Dealers' Association of Winnipeg, to become a member of the association and to be governed by its prices. This he stated occurred shortly after he began business for himself that season, and had been advertising coal at reduced prices. He states that he refused to be governed by others in the matter of prices and that Burns then told him the association would see that his supply of coal was shut off. Mr. Burns denies having had such a conversation with anyone, and says that in all probability he did communicate with Hudson about that time with a view to securing his membership, as he was then busily engaged in building up the association.

In all probability Mr. Burns said sufficient to raise in Mr. Hudson's predisposed mind the suggestion that, if he failed to join the association and reduced his prices to the extent that he was then doing, an attempt would be made to put a stop to his securing a supply of coal.

I am quite convinced that at no time could this association shut off Hudson's supply of coal, because any person who proposes to deal in coal and has money to buy it can do so.

The commissioner discussed the methods of the Retail Coal Dealers' Association of Winnipeg, and concluded that, while their methods might lead to abuse, they did not appear to have reached a stage at which they would come within the purview of the Combines Investigation Act. He said:—

I am therefore of the opinion that the discussion and fixing of prices is one of the main purposes of this association, but as already indicated, until that is carried to the point that prices are unreasonable or unfair, no fault can be found in that direction. I have already expressed my view that the prices charged by the retail dealers, or fixed by the association, cannot be said to be unreasonable or unfair, having regard to all the circumstances. And realizing the efficacy of the Combines Investigation Act, and its protection being so easily accessible to rich and poor alike, one can rest quite content as to what may happen in the future.

Finally, the commissioner referred to activities of the Western Canada Fuel Association in confining the retail coal business to so-called "legitimate" dealers, that is, those equipped with sheds for housing coal and engaged permanently in the business:—

Having regard to these abuses which have been a real menace to the coal trade and a loss to producers for many years, one can scarcely find fault with the efforts of the association or others to suppress such activities. The small gain to those who happen to buy at the reduced price is more than offset by the probable failure to obtain well prepared coal, and the absence of these dealers carrying their fair share of the burden of necessary reserve supplies together with the injury they inflict upon bona fide dealers with large investments.

But let us suppose that the Western Canada Fuel Association achieves its aims in finally eliminating the so-called illegitimate dealer. We immediately find ourselves facing a new problem—What could be more conducive to the dealers, particularly in many towns and villages in these provinces, getting together and raising the price of coal to suit their desires for profit, or deciding not to carry the burden of reserve stocks of coal? However, we need only consider the foregoing supposition for the purpose of testing the present activities of this association, viewed in the light of present conditions. Upon these grounds I have come to the conclusion that, in its activities in endeavouring to limit or prevent this unfair competition, it has not operated to the detriment of or against the best interests of the public, and I feel the future can and will be amply safeguarded by this Act.

INVESTIGATION INTO ALLEGED COMBINE LIMITING COMPETITION IN THE MARKETING OF THE POTATO CROP OF NEW BRUNSWICK

In December, 1924, a formal application, signed by six residents of New Brunswick, for an investigation of an alleged combine limiting competition in the marketing of potatoes, led to the registrar being instructed to investigate the same. At the end of the fiscal year the investigation was still proceeding, but it may be stated that on June 9, 1925, the registrar reported to the minister that, in his opinion, a combine existed. The registrar's report was remitted to the Attorney General of New Brunswick in accordance with the provisions of the Act for such action as he might think necessary.

VARIOUS COMPLAINTS, INQUIRIES, ETC., RECEIVING ATTENTION

Investigations initiated by the registrar as a result of representations received, not accompanied by formal applications signed by six persons, are as follows:—

Complaint that certain dealers in office appliances refused to sell certain repair parts unless all supplies were bought from them. Result: Firm complained against agreed to supply parts required and applicant stated that, as the departmental action had been successful in ensuring them proper treatment, they had no desire that the department take any further action.

Complaint that a stove company refused to supply complainant with any more stoves on the ground that he was failing to maintain the resale price set by them. Result: Complaint found to be unjustified.

Complaint that certain fruit dealers were refusing to supply citrous fruits or oranges to produce merchants unless they would also take large quantities of apples, etc. Result: Complaint found to be unjustified.

Complaint as to alleged combine in connection with a civic by-law which necessitated certain supplies being purchased through a plumber. Result: Complainant advised that proof submitted of the existence of a combine within the meaning of the Act was not sufficient. No formal application received.

Complaint that a combine exists regarding the distribution of spark plugs in Canada. Result: Being investigated by the registrar; inquiry still proceeding.

In addition to the above listed investigations, representations and inquiries were received and given necessary attention by way of preliminary inquiry concerning the following industries or commodities; wholesale groceries, engraving, oil, coal, gasoline, grapes, underwear, textiles, tobacco, cement, hardware supplies, repair parts of farm implements, range boilers, distribution of fruit, etc., in Ontario, monopoly in flour and bread, as well as many inquiries from merchants and lawyers and others for information on matters coming within, or thought to come within, the scope of the Act.

VII. EMPLOYMENT OFFICES CO-ORDINATION ACT

The present statement is the seventh annual report of the Employment Service Branch, being for the fiscal year ended March 31, 1925.

FUNCTION OF THE BRANCH

The primary function of the Employment Service Branch is to administer the Employment Offices Co-ordination Act (8-9 George V, chapter 21), which empowers the Minister of Labour,—

- (a) to aid and encourage the organization and co-ordination of employment offices and to promote uniformity of methods among them;
- (b) to establish one or more clearing houses for the interchange of information between employment offices concerning the transfer of labour and other matters;
- (c) to compile and distribute information received from employment offices and from other sources, regarding prevailing conditions of employment.

The employment offices whose co-ordination and uniformity of methods are sought are the employment offices of the various provincial governments. The desired co-operation of the provinces, one with the other and all with the Department of Labour, is obtained by the device of federal subventions for employment service work, provided for in the Act. In view of the close co-ordination of effort which is attained, the employment offices of the several provinces and the federal clearing houses, though each unit retains its individual identity, are considered as a single organization known as the "Employment Service of Canada."

AGREEMENTS WITH THE PROVINCES

The Employment Offices Co-ordination Act, 1918, provides in section 6 (in part) that,—

"The payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the Minister and the government of the province as to the terms, conditions and purposes within the meaning of this Act upon and for which the payments are to be made and applied."

Accordingly, during the fiscal year 1924-25, uniform agreements were concluded with all the provincial governments except that of Prince Edward Island. The sum of money which was mentioned in the agreement as being available for payment by the Department of Labour to the provinces was \$150,000. An additional appropriation of \$50,000, which had been provided by Parliament the previous year, was not provided for the year under consideration, and federal payments were restricted to the sum provided by statute. The amount of \$150,000, when distributed among the provinces in proportion to their expenditures on employment office administration and operation, enabled a repayment to them of 34.1 per centum of their gross expenditures. Table No. 1 on page 66 shows in detail the amounts paid to the various provinces, dividing the

totals under the different items which are considered legitimate expenditures under the Act. Moreover, on its part the Department of Labour undertook to, and did, furnish the provinces with the different forms utilized in the employment offices. The terms and conditions under which the moneys were to be paid to the provincial governments, as set forth in the agreements, showed but one deviation from those of the preceding year; a new section, No. 14, was added in each case to cover specifically employment work on behalf of veterans of the Great War who were partially disabled as a result of their war services, thus superseding the supplementary agreements of the previous year.

LOCATION OF EMPLOYMENT OFFICES.

Every office of the Employment Service offers facilities for both men and women who are seeking work in any occupation, and for employers seeking any sort of help. Obviously, it is neither practicable nor advisable to segregate the various functions of the offices at all centres, but when the volume of work warrants it, and where the population to be served is of sufficient magnitude, such division of functions is made, and men's and women's skilled and unskilled, farm, factory, and domestic, etc., divisions are separately operated. On the prairies, where farm labour is regularly hired in large numbers, it is common custom, particularly in Saskatchewan, to operate temporary offices. These are not included, however, in the list below.

At the beginning of the year offices were conducted at 67 centres, but at the close of the year this number had been reduced to 65. During the year offices at Portage La Prairie, Man., and Fernie, B.C., were closed, while no new offices were opened.

The list of centres where offices were located at March 31, 1925, follows:—

Nova Scotia (three centres).—Halifax, New Glasgow, Sydney.

New Brunswick (three centres).—Chatham, Moncton, St. John.

Quebec (five centres).—Hull, Montreal, Quebec, Sherbrooke, Three Rivers.

Ontario (twenty-five centres).—Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton, Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa, Pembroke, Peterborough, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Sudbury, Timmins, Toronto, Windsor.

Manitoba (three centres).—Brandon, Dauphin, Winnipeg.

Saskatchewan (nine centres).—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta (five centres).—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

British Columbia (twelve centres).—Cranbrook, Kamloops, Nanaimo, Nelson, New Westminster, Penticton, Prince George, Prince Rupert, Revelstoke, Vancouver, Vernon, Victoria.

For the purpose of co-ordinating the efforts of the various local offices, and to enable the transfer of any kind of labour from districts over supplied to those where a dearth exists, clearing houses have been established at eight centres throughout Canada. Those for provincial clearance, operated by the provincial governments as part of the Employment Service of Canada, are

situated at Montreal, Toronto, Winnipeg, Regina, Edmonton and Vancouver. Those for interprovincial clearance operated by the Department of Labour in the interests of the Employment Service of Canada are: Eastern Clearing House, Ottawa; Western Clearing House, Winnipeg.

STAFF

At the close of the previous fiscal year, the personnel of the Employment Service totalled 274. This number was distributed among the various component authorities as follows: Nova Scotia, 11; New Brunswick, 7; Quebec, 29; Ontario, 96; Manitoba, 30; Saskatchewan, 26; Alberta, 22; British Columbia, 33; Federal Government, at Ottawa, 17, and at Winnipeg, 3.

On March 31, 1925, the total of employees stood at 278, 32 of whom were employed by the Federal Government and 246 of whom were attached to the staffs of the various provinces. The detailed distribution of the provincial staffs was as follows: Nova Scotia, 6; New Brunswick, 7; Quebec, 29; Ontario, 106; Manitoba, 22; Saskatchewan, 27; Alberta, 20; and British Columbia, 29. The federal employees were located as follows: Department of Labour, Ottawa, 17; Western Clearing House, Winnipeg, 3; local employment offices at Halifax, 2; at Ottawa, 1; at Toronto, 3; at Winnipeg, 2; at Vancouver, 3; and at Victoria, 1. The federal employees in the local offices were there for the purpose of affording specialized facilities for securing employment for handicapped ex-service men.

During the year the federal staff of the Employment Service showed a net increase of 12, wholly accounted for by the additional attention directed to the placement of handicapped ex-service men, while the provincial staffs showed a net reduction of 8.

CONFERENCES

The Employment Service Council of Canada, a body advisory to the Minister of Labour and composed of representatives of the various parties to the agreements, as well as representatives of the railways and organized labour and employers, held its sixth annual meeting at Ottawa on September 2-5, 1924. The executive of the council met on January 9, 1925, in order to discuss certain matters affecting the Employment Service and also to approach the Minister of Labour and advise with him concerning the recommendations of the sixth annual meeting of the council.

SPECIALIZED EMPLOYMENT WORK ON BEHALF OF HANDICAPPED EX-SERVICE MEN

Previous to the fiscal year 1923-24, any specialized employment work affecting men having physical handicaps, due to service in the late war, was carried on by the Department of Soldiers' Civil Re-establishment. The Employment Service of Canada did, in a general way, seek to serve the needs of this deserving class, but quite obviously in only two or three centres was the specialization of the functions of the employment office sufficiently developed to permit of that detailed attention being given to the handicapped ex-soldier, which his needs undoubtedly demanded. The desirability of centralizing employment activities led the Ralston Commission on Pensions and Re-establishment and the Employment Service Council of Canada to recommend, in 1923, that this work be taken over by the Employment Service of Canada, and that the field

for placing these men be exploited by the latter organization. In keeping with these recommendations, the Minister of Labour endeavoured, toward the middle of 1923, to have the provinces make supplementary agreements covering this particular work. While some success accrued to these efforts, by April 1, 1924, only five provinces had adhered to the principle of having the provincial employment offices the recognized media through which disabled veterans might secure employment.

In drafting the federal-provincial agreements for 1924-25, a new section, No. 14, was inserted, which embodied the principle contained in the supplementary agreement of the year before. The purpose of section 14 was declared to be "for the purpose of providing necessary and adequate facilities for registering and placing in employment employable handicapped ex-service men whose disability is due to war service." As before stated, all of the eight co-operating provinces signed the agreement, and, consequently, undertook to make especial efforts to secure employment for these disability cases. In the previous year's supplementary agreement the Department of Labour undertook to reimburse the provinces in full for all additional expenditures due to the taking over of this work, but in section 14 this basis was altered to read that the department would appoint, and pay in full, any additional staff necessary, the remaining additional expenses to be treated as all other expenditures, that is, but a portion of them to be refunded by the Department of Labour. In actual practice this alteration is not of material importance, for a few months of experience had shown that staff salaries virtually constituted the total additional expenditure necessary.

Surveys of the employment situation as affecting handicapped ex-service men were conducted, and it was learned that the greatest need existed in the larger cities, for, due to various reasons, the men affected were living in those centres. The greatest problems were encountered in Toronto and Vancouver, that in the latter being due to the attractiveness of a more genial climate to a person physically disabled. On being studied, it was decided that the additional staff necessitated by the increased volume of work to be handled should consist of two at Halifax, one at Ottawa, three at Toronto, two at Winnipeg, three at Vancouver, and one at Victoria. Accordingly, the Department of Labour engaged the necessary employees and placed them in the employment offices at the respective centres. The specialized handling of this work became effective at Toronto on November 1, 1924; Vancouver and Victoria on December 1, 1924; and Ottawa on February 1, 1925. In Halifax and Winnipeg, though slightly different arrangements were in effect, the work had been taken over during the previous year. Beside those offices where additional staff was found to be necessary, the remaining offices of the Employment Service began, during the year, to devote more attention to the problem. The results of the endeavours of the months subsequent to the taking over of the work have been very gratifying in so far as the placement of ex-service men is concerned.

EMPLOYMENT STATISTICS

Statistical information covering the field of employment is published monthly in the *Labour Gazette* and includes daily reports from employment offices, monthly trade union reports, monthly reports from employers and reports of building permits, the two latter being compiled by the Dominion Bureau of Statistics in accordance with the "Statistics Act, 1918."

Daily reports from all the offices of the Employment Service throughout Canada show the number of orders for workers received in each industry, the number of applications from workers for employment, and the number of placements made in each industry.

Reports from trade unions throughout the country show the number of members in each union, and the number of members out of work or working on short time, reflecting in a measure the state of employment in organized trades. These reports are received monthly from approximately 1,500 labour organizations with an aggregate membership of about 150,000 persons.

STATISTICAL REPORT OF EMPLOYMENT OFFICES

The tables on pages 66 and 67 show (Table No. 2) applications, (Table No. 3) vacancies, and (Table No. 4) placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the fiscal year; an analysis of the vacancies and placements by industrial groups for the same period is also given (Table No. 6).

As may be seen in the tables, during the year 1924-25 there were registered at the public employment offices a total of 501,574 applications for employment, 385,271 being from men and 116,303 from women. The total for the previous fiscal year was 597,783.

Opportunities for employment of which the offices were notified numbered 382,934, of which 286,564 were for men and 96,370 for women. The corresponding total for the fiscal year 1923-24 was 545,517. Placements effected by the Service show a total of 340,819, 261,086 having been men and 79,733 women. Considered on the basis of the duration of the prospective work, the figures are further sub-divided into "casual," i.e., where the duration of employment does not exceed seven days, and "regular," i.e., where the duration of employment is in excess of seven days. From this angle the placements of men show 54,031 to have been casual and 207,055 to have been regular; of the placements of women, 43,094 were casual and 36,639 were regular. It might be added that the statistics for the preceding fiscal year recorded placements of 383,395 men and 85,420 women, or a total of 468,815.

LABOUR MOBILITY

While the offices of the Service are located at the points of chief industrial activity, the facilities afforded are not only utilized locally, but each office supplies a considerable number of workers to the contiguous districts. Out of the total of 340,819 placements effected, 168,681 were made outside of the centres in which offices are situated.

Since 1919, the railways have accorded to bona fide applicants at the Employment Service, who may desire to travel to distant employment for which no workers are available locally, a concession involving a reduced fare. This privilege is effective on the following railroads: Canadian National, Canadian Pacific, Dominion Atlantic, Kettle Valley, Michigan Central, Pacific Great Eastern, Quebec Central, Temiskaming and Northern Ontario, and the Wabash. The reduced rate is for a second-class fare at a rate of 2.70 cents per mile, obtainable on the surrender of a certificate secured from the Employment Office. A minimum fare of four dollars is stipulated so that a person travelling to employment at a distance where the reduced rate does not amount to the minimum is not able to derive the benefit therefrom. From Table No. 5 on page 67, which gives details regarding the use of this certificate, it will be learned that 29,985 persons were by this means aided in securing employment.

TABLE No. 1.—Federal Subventions to each province showing distribution of payments among the different items of expense accepted as proper maintenance expenditures under the agreement.

	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Canada
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Salaries.....	2,651 64	3,083 83	10,841 76	45,801 44	10,162 73	12,535 26	9,162 91	14,779 31	109,018 88
Travelling expenses...	82 62	34 55	195 34	1,297 20	62 21	480 52	449 43	83 97	2,685 84
Rental and janitors...	841 20	679 01	1,107 75	9,432 59	2,531 04	3,639 60	2,088 78	3,156 25	23,476 22
Heat.....	30 03	16 21	152 55	372 87	30 74	77 43	56 55	50 25	786 63
Light.....	21 46	20 38	110 44	252 08	132 09	48 55	40 67	77 91	703 58
Water.....		2 05	6 14	20 90	4 22	7 81	18 53		59 65
Office supplies and expenses.....	281 41	57 15	436 52	1,333 01	451 91	422 00	350 68	1,037 35	4,370 03
Telephones.....	176 81	135 36	218 75	1,841 46	562 42	658 13	923 00	670 70	5,186 63
Telegrams.....	26 12	22 18	29 91	347 28	48 96	103 23	96 22	202 32	876 22
Freight, express, cartage and postage.....	37 06	21 24	97 22	505 17	155 93	317 41	131 83	168 16	1,434 02
Advertising.....	81 36	10 46	53 34	5 70	105 47	464 52	47 44	76 94	845 23
Repairs and alterations.....				170 07	31 87	40 82	265 00		507 76
Unrefunded advances for transportation.....						49 31			49 31
Totals.....	4,229 71	4,082 42	13,249 72	61,379 77	14,279 59	18,844 59	13,631 04	20,303 16	150,000 00

TABLE No. 2.—Applications for employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1924-March, 1925 (inclusive).

Province	Men	Women	Totals
Nova Scotia.....	6,352	2,726	9,078
New Brunswick.....	6,831	3,476	10,307
Quebec.....	32,462	7,342	39,804
Ontario.....	148,218	53,325	201,543
Manitoba.....	38,531	21,852	60,383
Saskatchewan.....	44,859	7,229	52,088
Alberta.....	45,989	9,541	55,530
British Columbia.....	62,029	10,812	72,841
Canada.....	385,271	116,303	501,574

TABLE No. 3.—Vacancies in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1924-March, 1925 (inclusive).

Province	Men	Women	Totals
Nova Scotia.....	5,184	2,710	7,894
New Brunswick.....	6,010	3,440	9,450
Quebec.....	9,476	5,889	15,365
Ontario.....	112,640	39,408	152,048
Manitoba.....	27,365	18,889	46,254
Saskatchewan.....	58,543	8,005	66,548
Alberta.....	38,689	8,865	47,554
British Columbia.....	28,657	9,164	37,821
Canada.....	286,564	96,370	382,934

TABLE No. 4.—Placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1924-March, 1925 (inclusive).

Province	Regular Placements			Casual Placements			Total Placements		
	Men	Women	Totals	Men	Women	Totals	Men	Women	Totals
Nova Scotia.....	2,732	802	3,534	2,068	1,489	3,557	4,800	2,291	7,091
New Brunswick.....	3,074	964	4,038	2,153	2,278	4,431	5,227	3,242	8,469
Quebec.....	10,150	4,835	14,985	306	240	546	10,456	5,075	15,531
Ontario.....	70,959	12,797	83,756	29,085	16,849	45,934	100,044	29,646	129,690
Manitoba.....	23,323	4,860	28,183	5,105	12,775	17,880	28,428	17,635	46,063
Saskatchewan.....	39,722	4,083	43,805	3,157	1,996	5,153	42,879	6,079	48,958
Alberta.....	32,784	4,783	37,567	3,286	2,978	6,264	36,070	7,761	43,831
British Columbia.....	24,311	3,515	27,826	8,871	4,489	13,360	33,182	8,004	41,186
Canada.....	207,055	36,639	243,694	54,031	43,094	97,125	261,086	79,733	340,819

TABLE No. 5.—Reduced Transportation Rate Certificates issued in each province by the Employment Service of Canada from April 1, 1924, to March 31, 1925.

Issuing Province	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Totals
Nova Scotia.....									
New Brunswick.....									
Quebec.....			290	1,974					2,264
Ontario.....	2	2	48	5,962	67	9			6,090
Manitoba.....				2,631	3,992	1,407	94	2	8,126
Saskatchewan.....				360	217	2,007	23	20	3,527
Alberta.....					1	108	2,292	34	2,835
British Columbia.....				1	52	3,513	2,520	1,057	7,143
Totals.....	2	2	338	10,928	4,329	8,344	4,929	1,113	29,985

TABLE No. 6—Positions Offered and Placements Effected, through offices of the
31,

Industry	Nova Scotia			New Brunswick			Quebec			Ontario		
	Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
		Regu- lar	Cas- ual		Regu- lar	Cas- ual		Regu- lar	Cas- ual		Regu- lar	Cas- ual
MANUFACTURING.....	855	485	270	696	489	168	1,045	843	64	13,882	8,587	3,896
Animal products, edible.....	4	1	3	43	42	1	8	6	.....	582	282	272
Fur and its products.....	6	3	3	2	2	.....	11	8	.....	311	150	121
Leather and its products.....	287	216	50	288	189	69	160	139	4	2,022	1,298	419
Lumber and its products.....	115	50	22	31	28	2	6	4	2	24	17	5
Musical instruments.....	.....	.....	.....	.....	.....	.....	42	40	.....	1,350	776	518
Pulp and paper products.....	.....	.....	.....	.....	.....	.....	274	197	17	600	492	53
Rubber products.....	18	1	5	30	6	21	274	197	17	965	473	198
Textile products.....	65	33	23	75	60	12	49	27	.....	1,966	957	722
Plant products, edible.....	10	6	.....	.....	.....	.....	.....	.....	.....	33	6	.....
Wood distillates, etc.....	9	9	.....	12	2	9	10	10	.....	415	240	103
Chemical and allied products.....	6	3	3	2	2	.....	21	12	.....	348	247	68
Clay, glass and stone.....	2	2	.....	4	3	1	.....	.....	.....	243	163	72
Electric current.....	1	.....	1	6	6	.....	5	5	.....	474	278	169
Electric apparatus.....	297	144	142	123	76	37	72	50	6	3,117	2,250	729
Iron and steel products.....	3	3	.....	13	11	2	9	6	.....	273	195	62
Non-ferrous metal products.....	21	4	17	39	39	.....	80	76	.....	520	337	180
Mineral products.....	11	10	1	28	20	14	76	54	.....	638	425	205
Miscellaneous.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
LOGGING.....	1,295	1,039	17	2,072	1,426	36	2,883	4,457	10	26,835	17,537	93
FISHING AND HUNTING.....	71	21	36	13	7	.....	.....	.....	.....	23	20	1
FARMING.....	327	291	3	119	103	11	443	386	9	12,692	11,039	1,211
MINING.....	34	68	.....	13	8	.....	14	11	.....	1,242	1,146	39
Coal.....	10	44	.....	12	7	.....	.....	.....	.....	.....	5	.....
Metallic ores.....	6	6	.....	.....	.....	.....	.....	.....	.....	984	919	27
Non-metallic ores.....	18	18	.....	1	1	.....	14	11	.....	258	222	12
COMMUNICATION.....	19	8	12	2	2	.....	.....	.....	.....	143	86	56
TRANSPORTATION.....	342	110	221	430	193	152	485	463	.....	4,008	2,200	1,710
Street railway and cartage.....	136	8	124	61	19	41	40	34	.....	1,578	616	934
Railway.....	94	23	69	180	83	95	22	20	.....	178	119	54
Shipping and stevedoring.....	112	79	28	189	91	16	423	409	.....	2,252	1,465	722
CONSTRUCTION AND MAINTEN- ANCE.....	802	579	171	896	513	345	3,275	2,986	61	39,633	26,487	11,626
Railway.....	36	20	16	194	120	73	530	479	30	13,574	12,229	372
Highway.....	311	257	38	100	51	42	210	176	3	16,837	7,215	9,548
Building and other.....	455	302	117	602	342	230	2,535	2,331	28	9,222	7,043	1,706
SERVICES.....	3,401	833	2,188	4,780	1,110	3,478	6,630	5,405	350	49,110	15,138	24,519
Governmental.....	62	37	24	54	27	28	13	10	3	2,902	1,708	1,121
Hotel and restaurant.....	191	89	72	158	118	40	820	653	5	2,779	1,826	280
Professional.....	190	46	113	272	86	181	336	246	20	2,445	999	1,238
Recreational.....	80	14	66	97	9	87	17	11	2	797	323	431
Personal.....	461	31	432	1,125	79	1,039	487	354	80	7,642	1,539	6,682
Household.....	2,416	615	1,481	3,068	787	2,101	4,955	4,100	240	32,158	8,558	14,766
Farm-household.....	1	1	.....	6	2	2	2	1	.....	387	185	1
TRADE.....	689	91	590	396	173	222	516	374	46	3,792	1,335	2,295
Retail.....	455	66	379	337	135	200	288	179	40	3,056	1,003	1,898
Wholesale.....	234	25	211	59	38	22	228	195	6	736	332	397
FINANCE.....	59	9	49	33	14	19	74	60	6	688	181	488
ALL INDUSTRIES.....	7,894	3,534	3,557	9,450	4,038	4,431	15,365	14,985	546	152,048	83,756	45,934
Men.....	5,184	2,732	2,068	6,010	3,074	2,153	9,476	8,150	306	112,640	70,959	29,085
Women.....	2,710	802	1,489	3,440	964	2,278	5,889	4,835	240	39,408	12,797	16,849

Employment Service, in each industry during the year April 1, 1924, to March 1925

Manitoba			Saskatchewan			Alberta			British Columbia			Canada		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
1,295	458	825	822	327	451	1,901	1,143	722	4,514	2,604	1,737	25,010	14,936	8,133
55	14	40	98	43	53	93	42	54	289	119	172	1,172	549	595
23	4	17	25	.....	25	85	8	78	91	7	70	225	20	190
56	15	38	20	4	17	53	17	36	86	7	23	495	206	238
158	122	78	206	125	57	698	579	74	2,169	1,644	427	5,958	4,312	1,178
2	1	1	.....	.....	.....	.....	.....	.....	2	.....	2	34	22	10
128	52	71	33	4	28	22	13	9	97	30	68	1,998	1,162	753
12	3	9	7	1	6	8	2	6	42	9	34	711	547	108
162	32	121	7	2	5	24	11	12	86	13	71	1,566	738	450
201	68	129	141	23	114	152	94	59	174	68	82	2,823	1,330	1,141
5	2	1	.....	.....	.....	3	1	.....	.....	.....	.....	51	15	1
89	17	71	11	2	9	71	25	45	63	13	49	680	318	286
26	19	5	73	54	9	100	76	21	62	25	31	638	438	137
14	11	3	11	4	7	53	34	18	153	146	6	480	363	107
41	8	34	10	1	9	13	6	5	4	7	4	557	308	222
191	54	127	142	59	80	423	157	251	844	234	601	5,209	3,024	1,973
10	1	9	1	.....	1	12	.....	12	266	242	9	587	458	95
19	5	10	19	2	17	78	55	21	54	12	41	830	530	286
103	30	61	18	3	14	43	23	21	79	31	47	996	596	363
913	3,855	1	1,591	1,701	1	2,458	2,427	.....	5,888	5,400	90	43,935	37,842	248
8	9	.....	1	1	.....	5	4	.....	16	14	.....	137	76	37
18,954	16,720	453	48,685	33,164	156	24,678	22,077	122	3,762	8,268	186	109,660	92,048	2,151
23	9	.....	252	253	2	1,125	1,083	17	878	830	27	3,581	3,408	85
.....	.....	.....	249	244	.....	1,062	1,017	17	166	165	.....	1,499	1,482	17
21	8	.....	.....	8	.....	6	9	.....	664	643	2	1,681	1,593	29
2	1	.....	3	1	2	57	57	.....	48	22	25	401	333	39
22	19	4	119	108	13	65	43	13	38	18	20	408	284	118
592	239	335	500	141	348	601	292	323	1,736	363	1,331	8,694	4,001	4,420
344	98	228	435	111	315	457	170	306	783	117	646	3,834	1,173	2,594
238	135	100	65	30	33	144	121	17	73	58	15	994	589	383
10	6	7	.....	.....	.....	.....	1	.....	880	188	670	3,866	2,239	1,443
2,345	1,475	937	4,120	3,405	397	5,355	4,778	518	8,583	5,879	2,349	65,012	46,102	16,404
954	995	6	2,443	2,142	90	2,971	2,909	63	1,779	1,537	111	22,481	20,431	761
132	133	6	418	355	64	718	582	131	2,939	2,262	553	21,665	11,031	10,385
1,262	347	925	1,259	908	243	1,666	1,287	324	3,865	2,080	1,685	20,866	14,640	5,258
20,336	5,087	13,928	9,898	4,591	3,356	10,501	5,369	4,046	11,045	4,160	6,641	115,701	41,693	58,506
80	38	31	88	35	50	135	74	59	889	642	215	4,223	2,571	1,531
1,641	872	752	771	570	47	1,098	929	65	1,065	765	217	8,523	5,852	1,478
390	126	251	1,043	926	62	211	126	67	360	238	101	5,247	2,793	2,033
237	41	183	214	25	187	190	85	98	141	44	94	1,773	552	1,148
1,784	91	1,652	1,106	77	1,020	1,070	197	869	1,928	246	1,668	15,603	2,614	13,442
14,935	3,239	10,826	4,043	1,618	1,973	5,945	2,633	2,886	6,625	1,870	4,268	74,145	23,420	38,541
1,269	680	283	2,633	1,340	17	1,852	1,325	2	37	355	78	6,187	3,891	333
1,689	291	1,348	526	106	406	831	341	480	1,316	273	953	9,755	2,984	6,340
878	199	635	384	79	292	563	253	299	990	202	714	6,951	2,116	4,457
811	92	713	142	27	114	268	88	181	326	71	239	2,804	868	1,883
74	21	49	34	8	23	34	10	23	45	17	26	1,041	320	683
46,254	28,183	17,880	66,548	43,805	5,153	47,554	37,567	6,264	37,821	27,826	13,360	382,934	243,694	97,125
27,365	23,323	5,105	58,543	39,722	3,157	38,689	32,784	3,286	28,657	24,311	8,871	286,564	207,055	54,031
18,889	4,860	12,775	8,005	4,083	1,996	8,865	4,783	2,978	9,164	3,515	4,489	96,370	36,639	43,094

VIII. TECHNICAL EDUCATION ACT

The Technical Education Act has now been in operation for six years, and, as a result of the liberal assistance rendered by the Dominion Government, every province has taken steps to establish technical or vocational education as a permanent part of the provincial educational system. No two provinces have organized the work along the same lines and there has been a lack of co-operative effort throughout the Dominion, but very satisfactory and encouraging progress has been made despite the great handicaps of scattered population, geographical divisions, and an extended period of industrial depression following the war. It cannot be said that vocational education in Canada is now understood and appreciated by the public or even by the majority of educational authorities, but, at least, there is a growing demand for this type of education and the results already obtained where the work has been given a fair trial are such that a successful future is assured.

RELATION BETWEEN FEDERAL AND PROVINCIAL GOVERNMENTS

Vocational education as at present conducted costs more than the older types of school work and many local school boards cannot see their way clear to undertake this added expense when all available funds are needed for existing activities. It was precisely such situations, coupled with the urgent need for new types of school programs, that led to the provision of federal assistance which has enabled the provincial governments to provide liberal grants to municipalities covering from 20 per cent to 75 per cent of the cost of salaries and equipment for vocational classes.

Some of the provinces hesitate to increase expenditures on vocational education, knowing that the Technical Education Act expires in 1929. They fear that they may build up a system of education which will involve greatly increased expenditures for the future and that they will be called on to bear the full cost after 1929. Undoubtedly the work would make more rapid progress if permanent federal assistance were assured. On the other hand, the fear that this assistance may be withdrawn in 1929, and the fact that the provincial governments must contribute an equal amount with the Dominion Government, have had the effect of preventing mushroom growth and of confining developments along lines indicated by the more pressing needs of provincial conditions.

Educational development is a provincial responsibility, and, although the national importance of the work justifies and even necessitates federal assistance, great care has been taken to avoid anything which might give the impression of federal interference or control. Experience has shown, however, that it is unwise to pay grants without exercising a certain amount of control over the manner in which the money is expended and limiting the scope and nature of the work for which it may be used. The grants provided under the Technical Education Act were set aside for the purpose of promoting and developing specific types of new educational work, and, unless careful supervision is maintained over the expenditure of this money, it has become evident that, in many cases, it will be used to support work which does not come within the provisions of the Act.

The practice in certain provinces of including all manual training, domestic science, or practical arts work, as a part of the vocational education programme, has had the effect of misleading the public regarding the nature and purpose of vocational education and of making it financially impossible to adequately develop the work which the federal grants are intended to promote. It is recognized that each province has its own peculiar problems and that no fixed regula-

tions can be devised which will be agreeable to all provinces, but the federal director is convinced that the only possible way in which to develop vocational education in Canada is to insist upon certain minimum requirements before paying grants.

PURPOSE OF VOCATIONAL EDUCATION

There must be a clear cut distinction between vocational education and the practical work which is added to the established high school courses because of its educational or cultural values. Federal grants are not paid on certain school subjects; eligibility for grants is determined by the purpose or aims of the courses of study. The inclusion of domestic science, sewing, millinery, woodworking, metalworking, mechanical drawing, etc., in the courses organized to prepare students for university matriculation or normal school entrance, does not convert them into vocational courses, nor does it entitle the school to federal grants on the teachers' salaries and equipment required for this extra work. In order to qualify for federal assistance, the courses of study in day vocational schools must be specially organized to meet the educational and vocational needs of young people who leave school between the ages of 14 and 18 and who desire to continue their schooling after entering employment.

Such courses should not be expected to produce skilled workers in any trade or occupation, but they should enable boys and girls to intelligently select a suitable, available occupation and to enter employment or apprenticeship with a practical knowledge of the fundamental operations or processes of the work and a clear conception of the requirements and possibilities of advancement and personal development. The schools must share the responsibility of placing these young people in suitable positions and should provide suitable opportunities for continuing the education and training of all young workers in both day and evening classes.

The work provided in these day and evening continuation classes should not duplicate the instruction and training received on the job, but should supplement it in such a way that the classroom instruction is directly related to the work and natural interests of the students. This necessitates special instruction for workers in different types of occupations, and, except in very large communities, it will be found necessary to abandon the old system of class instruction and adopt a form of individual or group instruction. It would appear that the Dalton Plan, or some similar form of organization, is specially suited to this work, and, in the few places where such organization has been tried, it seems to be giving satisfactory results.

NECESSITY FOR CO-OPERATION

A brief study of the reports from the nine provinces, which are a part of this report, will show that in almost every case some branch of the work is being neglected or is suffering from a temporary setback, due to financial stringency or the failure of previous efforts. Such a condition is to be expected under present economic and industrial conditions, especially in an effort to promote new work. It should not be interpreted as indicating any inherent weakness in vocational education. The numerous examples of successful vocational schools of various types in Great Britain, Europe, the United States, and parts of Canada, and the rapid progress which the work continues to make throughout the world, show clearly that a new era in educational ideals and methods has arrived and vocational education has become recognized as an essential part of every modern educational system.

The provincial governments and local school boards cannot be expected to change their systems and methods in a year or two, nor should they be held solely responsible for the success or failure of the work undertaken. Parents,

employers, organized labour, and the taxpayers generally have it in their power to develop or destroy the efforts of the educational officials. Unless the people of the community have a fairly clear conception of the purpose and scope of the work to be undertaken, and are willing to co-operate with the local board in every way possible, it is almost impossible to organize vocational classes which will serve the community in an adequate manner. The people must be informed regarding the aims and methods of vocational schools and they should be encouraged at every opportunity to visit the schools and become familiar with the work.

VALUE OF NEWSPAPER ADVERTISING

The Canadian press has shown a very commendable interest in vocational education and has given very necessary and valuable publicity to practically every school in Canada. Some of the schools have been slow to realize the value and importance of newspaper advertising and free publicity through well written news items and editorials, but the more progressive schools are making increasing use of these excellent methods of reaching the public. Vocational schools throughout the Dominion owe a debt of gratitude to the newspapers for their willing and sympathetic co-operation in helping the people to understand the aims and methods of technical and vocational schools.

CO-OPERATION BETWEEN SCHOOLS AND INDUSTRY

An outstanding weakness of these schools in Canada is their failure to co-operate with industry. This criticism does not apply to several schools in the larger industrial centres, because it is in these schools, which have established a relationship with industry, where the urgent need for closer co-operation in every department of the work is recognized and sought.

The ultimate organization and methods of vocational education in Canada depend more upon the nature and extent of this co-operation than upon any other phase of the work. As pointed out in last year's report, costs may be lessened by co-operative action, and efficient vocational training cannot be given in all branches of industrial life until the schools and industry work together. Employers and employees must unite in supporting the schools and they must be given a leading part in the organization and control of the school programmes.

Undoubtedly much good work is being done by technical schools which have not established any direct relationship with local industries, but during the past two or three years there has been an increasing tendency on the part of these schools to emphasize the value of their academic training and to reduce the time devoted to practical studies in order to meet the requirements of university matriculation.

Perhaps the chief cause of this change in policy is the misconception in the minds of many people regarding the purpose and value of vocational education. Too many parents and teachers believe that manual work and industrial employment do not require education or special training and are therefore undesirable.

* They look upon vocational classes as a suitable place for mental defectives and retarded pupils only. This attitude is reflected in the minds of the children when choosing courses of study and they seek training which will eliminate the necessity of working with their hands or soiling their clothes. In endeavouring to meet the demands of these pupils and retain the social status of high schools, the technical schools are impelled to provide courses leading to university.

NEED FOR DEFINITE OBJECTIVES

Where such courses are regarded as of more importance than the industrial and commercial courses, those in charge are losing sight of the immediate objective of vocational education, which is to fit pupils for suitable employ-

ment. Pupils who desire to enter university are provided for in the established high schools. The reason for vocational courses is the fact that a large majority of high school pupils do not go to university and require special vocational training, which is not provided by industry or in existing high school courses and which cannot be given by modifying these courses so as to serve both types of pupils.

The federal director regrets that some of the principals and teachers in schools receiving federal grants lack a sympathetic understanding of the purpose and aims of vocational education. Such persons are hampering the development of the work by trying to retain as much of the old high school system as possible and by lacking any clear cut objective or aims which they can explain to pupils, parents or associates. It would seem that provincial officials, local directors, and members of school boards or vocational committees would do well to frequently examine the objectives which they have set, to revise them in the light of experience and to insist upon a sympathetic understanding of these objectives on the part of every teacher in the vocational schools. Only in this way can they hope to develop a system or systems of vocational education which will solve the problem of preparing young Canadians for modern industrial life. A splendid beginning has been made and in some cities the work is well advanced, but, on the whole, vocational education in Canada is only in the initial stages of its development and its future depends upon the quality and devotion of the teachers in every branch of the work.

SUMMARY OF DEVELOPMENTS

It is practically impossible to collect and tabulate statistics which will accurately indicate the development of vocational education throughout the Dominion. Despite the continued efforts of the federal director to simplify and standardize the statistical returns from each province, he has not been able to present returns which represent the same thing in each province. The differences in nomenclature, organization and administration in the various provinces are such that a comparison of figures is of no value unless the reader is familiar with local conditions in each province.

The financial tables are, of course, accurate in so far as they represent the total amount of money available for and spent by each province, but these tables cannot be arranged so as to clearly indicate the nature of the work on which the money was expended. The returns for the past year show a slight decrease in the total expenditures by federal and provincial governments. Ontario was the only province which used up all the available funds, but Alberta, Quebec, and New Brunswick had the full amount of the unexpended balance carried forward for use during the remaining years of the Act's duration. Twenty-five per cent of the annual appropriation was carried forward for each of the remaining five provinces, but the remainder of the unearned portion reverted to the federal treasury, or consolidated revenue fund.

The enrolment and attendance tables, while indicating the extent of the work being carried on and the number of persons affected, do not reflect the real value of the work. They show a continued increase in the number of pupils in day classes, which is very encouraging. During the past six years the enrolment in these classes has increased from 8,512 to 24,137, a growth of 293 per cent. The number of municipalities conducting day classes has increased during the same period from 32 to 65, or 200 per cent. The increase in municipalities conducting evening classes has been approximately 500 per cent, the total now being 156. There has been a growth in correspondence class enrolment of 790 per cent during these six years, and last year 1,638 pupils received instruction through these departments. Teacher-training, although still the most urgent need of vocational education in Canada, has made rapid strides in Ontario, British Columbia and New Brunswick.

Last year 245 teachers and prospective teachers received special professional training in teaching methods and procedure for vocational classes. There has been a very noticeable improvement in the quality of the work in every province and the outlook for the future is very promising.

Two outstanding events of the past year were the conferences held in Calgary and Montreal. These gatherings, which were the first of their kind to be held in Canada, revealed a strong desire for co-operative action on the part of those persons engaged in promoting and conducting vocational education throughout the Dominion. No immediate changes resulted from the discussions and recommendations, but those attending the meetings have come to realize the similarity of their problems and the advisability of co-operative action.

The Calgary Conference, which met on April 17-18, was attended by representatives from the four western provinces, who discussed ways and means for co-operative action in Western Canada. Particular attention was given to evening school courses and correspondence instruction. The federal director acted as secretary and prepared a report which was issued as a bulletin of the Technical Education Branch of the Department of Labour.

The Montreal Conference, which met from June 11 to 13, was called by Dr. A. Frigon, the provincial director, and was attended by provincial officials, principals and teachers of the various technical schools, representatives of employers and organized labour, and other persons interested in the development of vocational education in the province of Quebec. The federal director attended the meetings and is confident that the keen interest and spirit of co-operation displayed by the delegates insure a very successful future for the work in Quebec.

The three main topics discussed were:—

- (1) The Relationship between the Primary School and the Technical School;
- (2) The Relationship between Apprenticeship and Technical Education;
- (3) Problems Relating to Teaching and Technical School Organization.

A special session for school principals and teachers was held on Saturday morning for discussion of the third topic, and several important matters affecting the work in Quebec were dealt with. It is expected that this conference will result in an annual gathering of a similar nature.

A limited supply of copies of the proceedings is being issued by the provincial director and it is likely that extracts from the papers and discussions will be issued as a bulletin of the Technical Education Branch.

This office has continued to distribute bulletins and information of benefit to teachers and others engaged in vocational work throughout the Dominion. Three special bulletins dealing with the organization and use of vocational school libraries were prepared and sent to Canadian schools. Judging by the comments of various people, these bulletins appear to have filled a real want in vocational schools. A list of books for use in circulating libraries on vocational education was compiled in co-operation with the provincial officials and distributed to every province. Special service was rendered to two provinces in connection with summer schools for teacher-training. Numerous requests for information and assistance were received from organizations, teachers and students in all parts of Canada, and, whenever possible, such service was gladly given.

The attached reports from each province indicate the scope and development of the work in every school.

BRIEF SUMMARIES OF PROVINCIAL REPORTS

The following brief summaries point out the principal developments of the past year.

PRINCE EDWARD ISLAND

The closing of the Agricultural and Technical School in Charlottetown and the transfer of some of the work to the Prince of Wales College was the chief development in Prince Edward Island. Commercial work was undertaken for the first time and evening classes were opened in Georgetown. Despite the very serious setback caused by the closing of the Charlottetown school, the work has been revived within the year and is spreading to other centres.

NOVA SCOTIA

In Nova Scotia substantial gains were made in every department of the work, except evening coal mining schools. The decreased attendance in these classes was due to unsettled industrial conditions affecting the whole mining industry. Home nursing was added to the courses provided in evening technical schools.

NEW BRUNSWICK

Development in New Brunswick took the form of greatly increased building activity, which was brought about by the provision in the provincial legislation whereby grants on buildings cease in 1925. Five new buildings were in course of erection during the year, making a total of eight buildings in the province having special provisions for vocational work. The outstanding development was the commencement of the St. John Vocational School, which will be the second purely vocational school in the province.

QUEBEC

The most important development in the province of Quebec was the First General Convention of Technical Education to which reference has been made.

The opening of the Hull Technical School and the organization of correspondence instruction in connection with the School of Higher Commercial Studies in Montreal were the other important developments during the year. The Hull school has had a very successful year, and, although statistics are not available for the correspondence work in Montreal, it is understood that this work is also proving successful.

ONTARIO

The establishment of the Teacher-Training College for Technical Teachers was the outstanding development in Ontario, if not in the Dominion. This school, which supplants the summer school training provided during the past four years, provides for a greatly enlarged programme of teacher-training and fills a long-felt want. The building programme in Ontario was continued on a large scale and there were very satisfactory increases in day school enrolments. Vocational education has now become an established part of the educational system in almost every Ontario municipality of over 5,000 population.

MANITOBA

The payment of provincial and federal grants to the Winnipeg School of Art was perhaps the most noteworthy development in Manitoba. This school, which is operated by a board comprising representatives of the Provincial Government, the Department of Education, the University, and other bodies interested in the development of art instruction in Manitoba, has been operated for a number of years without financial assistance from the province, but it is now recognized as a part of the provincial system of vocational education. It is

similar to the College of Art in Toronto, the Schools of Fine Art in Montreal and Quebec, and the Victoria School of Art in Halifax, all of which receive grants under the Technical Education Act. Evening courses in English for adults conducted in three Winnipeg schools are included in the report for the first time.

SASKATCHEWAN

There has been a continued gain in the commercial courses in the four Saskatchewan cities, but other branches of the work have lost ground. The Saskatchewan Department of Education has not yet undertaken the extension of vocational education into the smaller communities through evening classes or correspondence instruction.

ALBERTA

There has been a steady growth and an increased interest in vocational education throughout Alberta during the year. The work has been revived in Medicine Hat and the prospects for future development in Alberta are encouraging.

BRITISH COLUMBIA

British Columbia reports substantial gains in both day and evening classes and continued development in every phase of the work. Efforts are being made to establish a school of design in Vancouver. It is expected that the report of the commission now investigating educational conditions in British Columbia will do much to stimulate the growth of vocational education throughout the province.

TABLE I. MONEY AVAILABLE AND MONEY PAID TO THE PROVINCES UNDER THE TECHNICAL EDUCATION ACT FOR THE FISCAL YEAR ENDED MARCH 31, 1925

Province	Annual appropriation	Balance from past years	Total amount available	Amount paid to province	Total amount carried forward	Amount lapsed
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	70,374 35	75,454 73	145,829 08	40,860 48	93,048 32	11,920 28
Alberta.....	77,725 40	19,431 35	97,156 75	62,215 61	34,941 14	Nil
Saskatchewan.....	97,165 78	128,184 62	225,350 40	17,249 37	152,476 06	55,624 97
Manitoba.....	80,218 72	113,547 26	193,765 98	19,500 37	133,601 94	40,663 67
Ontario.....	347,636 30	Nil	347,636 30	347,636 30	Nil	Nil
Quebec.....	281,751 31	259,694 22	541,445 53	263,399 70	278,045 83	Nil
New Brunswick.....	54,640 80	86,340 63	140,981 43	43,040 51	97,940 92	Nil
Nova Scotia.....	70,288 60	116,540 37	186,828 97	34,623 67	134,112 52	18,092 78
Prince Edward Island.....	20,198 74	37,771 04	57,969 78	1,950 76	42,820 72	13,198 30
Totals.....	1,100,000 00	836,964 22	1,936,964 22	830,476 77	966,987 45	139,500 00

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TABLE II.—SUMMARY OF EXPENDITURES BY PROVINCIAL GOVERNMENTS ON VOCATIONAL EDUCATION FOR YEARENDED
MARCH 31, 1925

Province	Expenditures on Provincial Government Work					Grants to Local School Boards and Institutions				Total expenditures by Provincial Government		
	Adminis- tration		Teacher Training		Corres- pondence Instruction	Other Provincial Institutions		On Capital Account	On Teachers' Salaries		On Main- tenance	*Special and other Grants
	\$	cts.	\$	cts.		\$	cts.					
British Columbia.....	7,227 73	3,357 20	3,557 12			16,226 41	51,352 54				81,721 00	
Alberta.....	6,382 42		9,217 52	73,272 75		11 87	35,546 66				124,431 22	
Saskatchewan.....	3,955 76					2,668 11	27,874 86				34,498 73	
Manitoba.....	4,163 02	179 50				3,600 00	27,295 37		3,762 87		39,000 76	
Ontario.....	22,144 65	2,850 00				339,038 69	357,087 11		45,250 00		766,370 45	
Quebec.....	7,522 36			124,877 04		40,911 68	27,126 06		395,000 00		527,399 40	
New Brunswick.....	8,551 02	5,172 41	10,739 14	4,319 86		1,309 93	33,819 89		3,000 00		86,081 03	
Nova Scotia.....	13,478 76			4,319 16							69,247 35	
Prince Edward Island.....											4,319 16	
Totals.....	73,425 72	11,559 11	23,513 78	206,788 81		403,766 69	560,102 49		6,899 63		1,733,069 10	

*Special and other grants include all provincial government expenditures not made specifically for one of the previous purposes.

TABLES III.—VOCATIONAL SCHOOLS, TEACHERS AND PUPILS IN CANADA—SCHOOL YEAR ENDED JUNE 30, 1925

	Number of Municipalities Conducting Classes			Number of Teachers			Number of Pupils			Teacher-Training		
	Day	Evening		Day	Evening	Correspondence Department	Day	Evening	Correspondence Department	Schools	Teachers	Pupils (teachers in training)
British Columbia.....	14	35		126	221	2	349	2,123		1	2	47
Alberta.....	3	9		70	75	4	149	1,800				
Saskatchewan.....	3	4		54	42		96	938				
Manitoba.....	3	1		100	63		163	1,479		1	1	25
Ontario.....	25	50		544	1,203		1,747	15,422		2	18	143
Quebec.....	9	20		106	233		339	1,742				
New Brunswick.....	6	8		24	64	1	89	312		1	4	30
*Nova Scotia.....	1	28		17	171	21	209	180				
Prince Edward Island..	1	1		16	1		17	141				
Totals.....	65	156		1,057	2,273	28	3,158	24,137		5	25	245
Totals, 1924.....	58	156		929	1,970	44	2,943	20,527		4	21	269

* Figures for Nova Scotia include those for the Nova Scotia College of Art, Halifax, which are not included in the appended provincial report.

PRINCE EDWARD ISLAND

W. Boulter, Secretary of Agriculture

During the year ending June 30, 1925, the following courses were offered in connection with the Technical Education Act.

1. Short term courses in home economics including millinery, dressmaking, laundry, home nursing, household administration, accounts and English reading.

2. Short term courses in motor mechanics, woodworking, blacksmithing, civics, commercial arithmetic, English reading and drawing.

3. Special short course for cheese and butter makers, followed by visits of instructor to factories for instruction, observation and demonstration.

4. Commercial course of two years open to students having completed two years of high school work.

5. Night school courses for day workers to fit them for advancement.

ENROLMENT

The total enrolment for the school year was 171, and the numbers registered by courses were as follows:—

Course 1, 56; Course 2, 43; Course 3, 34; of which 13 attended the Central School, the remaining 21 receiving instruction at their factories; Course 4, 8; and Course 5, 30.

The chief feature of development during the year was the establishing of the commercial course with the view of fitting young men and women to take responsible positions in this line of work.

This course is conducted in Prince of Wales College, Charlottetown, and is open to students who have completed two years of high school work. It is planned to extend it over two years of thirty-four weeks each with thirty-five class hours per week. As the course had not been opened until late in January, or the middle of the school year, and the qualifications for admission are fairly restrictive, the number enrolled was small, seven men and one woman, but highly encouraging. The work of the first year includes shorthand, typewriting, book-keeping and business forms, English, history, French, arithmetic, elementary science, penmanship, drawing and physical exercises. Several of these subjects were taken in conjunction with the classes in the regular course for teachers given by the college and economy thereby effected in the teaching staff. It is expected, however, that in the coming year this course will be largely attended and a class unit will be formed in each subject.

PRINCE EDWARD ISLAND—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD JULY 1, 1924, TO JUNE 30, 1925

Municipality and School	Department	Enrolment and attendance				Total Enrolment All Classes			Teachers				
		Full-time Classes		Short Term and Special Classes		Male	Female	Total	Full-time	Part-time	Male	Female	Total
		Total enrolment	Average attendance	Total enrolment	Student Hours								
Charlottetown.....	Home economics.....	.....	.....	56	.....	.....	56	.....	.....	.....	.....	.....	.....
	Industrial.....	.....	.....	77	.....	77	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	8	7	.....	.....	7	1	141	4	12	9	7	16
	Totals.....	8	7	133	.....	84	57	141	4	12	9	7	16

The night school conducted at Georgetown was very successful. The class consisted largely of fishermen and labourers, some of whom had comparatively no education. They eagerly availed themselves of this opportunity of improvement. The course consisted of reading, writing, business arithmetic, civics, geography and elements of navigation, also drawing. Students were encouraged to present difficulties met in their work, and these formed topics of discussion and research which proved to be both interesting and instructive.

Such good reports have spread of the work done in this night school that it is expected other villages will endeavour to follow their example in the coming winter and several school inspectors have been solicited to aid in procuring suitable teachers for this work.

PRINCE EDWARD ISLAND—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1924, TO JUNE 30, 1925

Municipality or School	Total Number of Subjects	Total Enrolment All Classes	Total Student Hours (by clock)	Teachers		
				Male	Female	Total
Georgetown.....	7	30	1920	1	.....	1
Totals.....	.....	30	1920	1	.....	1

NOVA SCOTIA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

F. H. Sexton

Gains were made in registration in all branches of secondary vocational education, except in the evening coal mining and engineering schools. The total enrolment in all the evening schools rose from 3,118 in 1923-24 to 3,378 in the present year, even though the number in the coal mining schools decreased from 701 to 608. The correspondence study gained 356 course-enrolments, bringing the total to 1,232 since it was established four years ago. It is difficult to reconcile statistics of correspondence students with those taking other courses, because the former enrol continuously throughout the year and may take more than one year to complete the courses for which they enrol. Frequently they register immediately on the completion of one course and remain on the roll for a number of years. It is also difficult to know just when to strike off the names of dilatory students, because they sometimes fail, for adequate or inadequate reasons, to send in lessons for a considerable period, then resume actively, and carry the work through satisfactorily to its conclusion.

The reason for the falling-off in enrolment in the evening coal mining schools was due in all probability to the condition of depression in the industry. The production of coal decreased, the men were discontented with working conditions, and the opportunity for employment of certificated officials in the collieries was very much restricted. In the face of these conditions the incentives to self-improvement by study were distinctly dampened and the classes showed a distinct shrinkage.

NEW DEVELOPMENTS

There have been no changes of policy regarding secondary vocational education nor new legislation passed affecting this branch of educational service. Courses already established have been revised and strengthened and made

more effective to meet the needs of the men and women who throng to the evening technical schools. The proved value of these continuation classes demonstrates more clearly every year the need of regular full-time day training for adolescents in various branches so that they may be fitted for a better entrance to their practical life in the manifold occupations of modern business and industry. It is confidently hoped that schools for this purpose will be established in the near future in Nova Scotia as they have already been in many other provinces of the Dominion. The progressive policy of Ontario in starting a comprehensive and effective centre for the training of teachers in secondary vocational training must bring fruitful results and it is hoped that a method may be developed whereby certain teachers from Nova Scotia may avail themselves of such opportunities. It is too expensive a matter and too ambitious a scheme for this small province to undertake to provide such an institution for special teacher-training as has Ontario.

In evening technical schools the subject of home nursing was added to the regular curriculum. During the Great War courses in this subject were carried on by the St. John Ambulance Association and other organizations in a widespread and effective manner. With the advent of peace there was a lapse of interest and most of these classes discontinued. With the revival of concern in the great programme of public health in this country as well as others there has grown a demand for instruction in home nursing. After a careful investigation it was decided to adopt the home nursing course as developed by the Canadian Red Cross Society as the best for the local conditions. This consists of a series of twelve periods of two hours each in which a portion of each session is devoted to a lecture and the remainder to a demonstration. The topics treated are as follows:—

1. Health in the Home.
2. Bedroom in Sickness and in Health.
3. Signs of Sickness.
4. Care and Comfort of a Patient.
5. Feeding the Sick.
6. Treatments.
7. Communicable Diseases.
8. Emergencies.
9. Maternity Nursing.
10. Care and Feeding of the Baby.
11. Feeding of Children.
12. Review.

Each instructress was a registered nurse and the lectures on topics 8, 9 and 10 were given by physicians specially qualified to treat on these subjects.

In Halifax splendid co-operation was secured from the Victorian Order of Nurses, the Massachusetts-Halifax Relief Commission, the Public School Nursing Service, and the Victoria General Hospital. All the facilities of the new Public Health Clinic of Dalhousie University were made available for the classes and the instruction was carried on in this institution. The results were so encouraging that this subject has been definitely added to those offered in the evening technical schools.

CORRESPONDENCE STUDY DIVISION

Correspondence study, which is the most recently developed project of the Technical Education Branch of the Department of Education, has grown steadily in favour with the people of the province and has won a permanent position for itself. After four years of existence its facilities have become widely known and its usefulness for special study and for those students in remote sections is now generally recognized.

The organization has become standardized to a great extent, and there is now that certainty in the results of the methods employed which comes only from experiment and experience. If all the courses offered had necessarily to be developed anew by the Technical College the cost would have been prohibitive. Other similar bodies in the United States had, however, borne the expense of this pioneer work, and generous assistance has been rendered, especially by the Extension Division of the Massachusetts Department of Education and the Extension Division of the University of Wisconsin.

The past year has been one of steady growth, with 356 course-enrolments, as compared with 314 for the preceding year, and of this number 254 were from new students. The percentage enrolment in groups remains very regular, though this year it shows a slight rise in the industrial and college preparatory groups, the figures being:—

	Per cent
Industrial.....	49
Commercial.....	27
College Preparatory.....	20
Home-making.....	4

Particulars regarding each subject taught are given in the appended table.

A very encouraging feature of the work is the number of students who complete their courses satisfactorily. The total course-enrolments to date from September, 1921, is 1,232, and the number of completed courses 431, or 35 per cent, which compares very favourably with the figures available from institutions teaching by the correspondence method, and the comparison is even more favourable when it is remembered that most of the 901 uncompleted courses are "active" ones and will be completed within a reasonable period.

Another cause of satisfaction is the growing willingness of mechanics to study mathematics before attempting to specialize, and of almost all students to value the possession of such a knowledge of English as will enable them to express themselves with clarity, directness, force, correct form and in the accepted usage of the day.

The courses are constantly being improved by revision and substitution, and, owing to the many requests from teachers and those wishing to prepare themselves by private study for provincial and matriculation examinations, it has been found necessary this year to revise the Latin courses and rewrite those in mathematics. Both these courses, as do also those in English and French, conform strictly to the requirements of the Nova Scotia Board of Education, the texts used being those specified by that department. New courses have been prepared to meet the provincial requirements and the particular needs of study by correspondence.

The teaching staff continues to give the most meticulous care to the students, and neither time nor trouble is spared to provide the very best instruction and service, while the letters of thanks and expressions of good-will received by the staff from the students show that the efforts made on their behalf are appreciated.

CONCLUSIONS

The year that has passed has been very encouraging in that there has been a distinct increase in enrolment and a more sustained evidence of interest throughout all the classes. With the advent of better times in industry, more regular employment and increased earning and spending power, there will be another advance in vocational education. Until then there is the task of maintaining and improving the activities and services already established. In the discharge of this duty the subsidy for technical education to the province from the Dominion is a necessary factor and, notwithstanding the fact that all of the subsidy available was not absorbed, it is doubtful if the work would not have suffered a recession more or less severe if the assistance had not been given from the federal treasury.

NOVA SCOTIA.—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN
DAY VOCATIONAL CLASSES

For Period July 1, 1924, to June 30, 1925

Municipality and School	Department	Enrolment and Attendance		Total Enrolment, All Classes			Teachers				
		Short term and Special Classes									
		Total Enrolment	Student Hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Nova Scotia Technical College.....	Short Course Division.....	33	17,849	33	.....	33	4	8	12	.....	12
	Totals.....	33	17,849	33	.....	33	4	8	12	.....	12

Correspondence Department:—New Course—Enrolment, 356; teachers, 21; New Student-Enrolment, 254.

NOVA SCOTIA.—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN
EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1924, TO JUNE 30, 1925

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment All Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
<i>Technical—</i>										
Halifax.....	16	58	1,246	61,111	597	649	1,246	26	18	44
New Glasgow.....	10	13	217	13,515	94	123	217	5	5	10
Westville.....	2	3	59	4,672	.....	59	59	.....	3	3
Truro.....	1	1	21	1,128	.....	21	21	.....	1	1
Amherst.....	8	12	227	13,221	106	121	227	6	5	11
Springhill.....	1	1	18	1,618	.....	18	18	.....	1	1
Kentville.....	1	1	16	890	.....	16	16	.....	1	1
Yarmouth.....	7	8	158	8,973	47	111	158	5	3	8
North Sydney.....	1	1	30	1,828	.....	30	30	.....	1	1
Dominion.....	1	1	19	1,276	.....	19	19	.....	1	1
Windsor.....	3	4	61	2,870	20	41	61	2	2	4
Sydney Mines.....	2	4	110	6,421	.....	110	110	.....	4	4
Sydney.....	13	19	349	23,024	138	211	349	10	8	18
Glace Bay.....	5	8	158	10,402	22	136	158	2	6	8
Stellarton.....	3	4	81	5,370	4	77	81	.....	4	4
<i>Coal Mining—</i>										
Sydney Mines.....	7	7	107	6,738	107	.....	107	6	.....	6
Reserve Mines.....	2	2	22	1,040	22	.....	22	2	.....	2
New Waterford.....	3	3	25	1,818	25	.....	25	3	.....	3
Glace Bay.....	3	4	44	2,660	44	.....	44	3	.....	3
Florence.....	3	3	33	1,372	33	.....	33	2	.....	2
Dominion.....	2	2	42	564	30	12	42	1	1	2
Dominion No. 6.....	2	2	10	2,072	10	.....	10	2	.....	2
Port Morien.....	2	2	44	2,907	44	.....	44	2	.....	2
Birch Grove.....	2	2	36	2,112	36	.....	36	2	.....	2
Inverness.....	2	2	37	3,080	26	10	37	1	1	2
Westville.....	3	3	31	2,606	31	.....	31	3	.....	3
Stellarton.....	5	5	59	3,232	59	.....	59	5	.....	5
Springhill.....	3	3	60	2,866	58	4	60	3	3	6
Joggins Mines.....	2	2	26	2,658	26	.....	26	2	.....	2
River Hebert.....	3	3	21	2,490	18	3	21	2	1	3
Maccan.....	1	1	3	30	3	.....	3	1	.....	1
Thorburn.....	1	1	3	20	3	.....	3	1	.....	1
Little Bras d'Or.....	1	1	5	122	5	.....	5	1	.....	1
Totals.....		186	3,378	194,706	1,606	1,771	3,369	98	69	167

NOVA SCOTIA—SUMMARY OF ENROLMENT IN CORRESPONDENCE CLASSES

Subject	Total Enrolment	Completed Courses	Un- completed Courses
Advertising.....	22	8	14
Book-keeping.....	144	31	113
Accounting.....	41	10	31
Business English.....	32	6	26
Commercial Correspondence.....	19	3	16
Business Arithmetic.....	25	3	22
Para. and Punctuation.....	3	1	2
Commercial Law.....	7	1	6
Cookery.....	7	2	5
Dressmaking.....	44	18	26
Millinery.....	14	7	7
Blueprint Reading.....	34	18	16
Machine Design.....	2	0	2
Mechanical Drawing.....	35	12	23
Architectural Drawing.....	8	3	5
Estimating.....	7	1	6
Elementary English.....	34	11	23
English Composition.....	13	5	8
English Matriculation.....	14	3	11
Electric Wiring.....	7	4	3
Practical Electricity.....	23	8	15
Advanced Electricity.....	12	5	7
French.....	43	12	31
Gasoline Automobiles.....	80	40	40
Gas and Oil Engines.....	6	6	0
Heating and Ventilating.....	10	5	5
Home Decoration.....	6	5	1
Latin.....	55	15	40
Algebra.....	21	2	19
Geometry.....	16	7	9
Trigonometry.....	9	0	9
E. A. Arithmetic.....	35	12	23
P. A. Mathematics.....	54	31	23
Shop Mathematics.....	20	4	16
Plumbing.....	44	33	11
Radio.....	32	3	29
Salesmanship.....	45	13	32
Steam Engineering.....	17	6	11
Shorthand.....	12	2	10
Show Card Writing.....	34	7	27
Surveying.....	8	2	6
Telephony.....	138	66	72
	1,232	431	801

Individual Student Enrolment—

Sept. 1, 1921, to June 30, 1924.....	727
July 1, 1924, to June 30, 1925.....	254

Total..... 981

Individual Students who have completed one or more courses—

Sept. 1, 1921, to June 30, 1924.....	218
July 1, 1924, to June 30, 1925.....	135

Total..... 353

NEW BRUNSWICK

REPORT OF THE DIRECTOR OF VOCATIONAL EDUCATION

F. Peacock

While the number receiving vocational training in New Brunswick is not yet great, compared with that of some other provinces, substantial progress is being made. The year ending June 30, 1925, shows growth in every department. Two hundred and fifteen full-time day students were enrolled, being

an increase of 15 per cent over last year. The short term day courses served 97, being an increase of 59 per cent. This year 1,637 attended evening classes, or 38 per cent more than last year. Six hundred and seventy-seven received instruction by itinerant teachers, making a growth of 166 per cent. While only 30 received teacher training instruction in the New Brunswick Summer School, as compared with 31 last year, a big increase is to be recorded in the number of vocational teachers going outside of the province for professional training. The total number in attendance at all vocational classes was 2,656, which is an increase of 54 per cent as compared with the previous year. The accompanying tables show the distribution of enrolments.

DEVELOPMENTS

While the above figures show changes in the direction of progress, a better measure of the status and outlook of vocational education in New Brunswick will be obtained by a glance at the building program of the province. Although not a single vocational school was in operation prior to October, 1919, the following are now either open or in course of construction. The approximate costs are shown.

School	When Built	Total Cost of Construction	Cost of Vocational Department	Government grant (Half Federal and Provincial)
		\$	\$	\$
Carleton County Vocational School.....	1913	50,000	50,000	Nil (Built entirely by funds bequeathed by late L. P. Fisher).
Milltown Composite High School.....	1922	106,000	20,000	10,000
Edmundston Composite High School.....	1923	160,000	52,000	26,000
Fredericton Composite High School.....	1924-5	170,000	96,000	32,000
McAdam Composite High School.....	1924-5	70,000	30,000	15,000
Newcastle Composite High School.....	1924-5	70,000	40,000	20,000
St. John Vocational School.....	1925	400,000	400,000	100,000
Campbellton Composite High School.....	1925	100,000	75,000	25,000
		.....	763,000	228,000

Three of the above eight schools (those at Fredericton, McAdam and Newcastle) were completed during the year covered by this report and will receive students for the first time in September, 1925. The Campbellton and St. John schools are still under construction and will be completed about the end of 1925.

Thus New Brunswick, with less than 400,000 people, has invested more than three-quarters of a million dollars in accommodation for vocational training, not including the cost of the equipment that will be required. The bulk of this development has taken place during the past two years. It means that already provision is made for fully 1,500 full-time day vocational students and twice that number of evening pupils.

These schools are well distributed and show a growing interest in the cause of education. Only one community of any considerable size in the province is now without vocational facilities. This large and widely placed monetary interest in vocational training is one of the best assurances of the ultimate success of such training. "Where their treasure is there will their heart be also."

THE COMPOSITE TYPE OF SCHOOL

Six of the eight New Brunswick schools are of the composite type, i.e., they supply both academic and vocational courses. The school at Edmundston, for example, offers four avenues through which pupils of high school age may pass. These four departments (each headed by a specialist) are:—

- (1) Academic, which leads to matriculation to college,
- (2) Commercial, which provides a thorough general education and prepares for entry upon stenographic, book-keeping and other business positions,
- (3) General industrial, which in addition to a good general education, gives the boys an insight into the woodworking, metal-working and electrical trades,
- (4) Home economics which provides the girls with a broad training and some specialization in clothing, foods, sanitation, preparatory to taking up nursing, dietetics and home-making.

A junior industrial or prevocational department is also a feature. This type of school seems well adapted to serve small towns.

THE PURELY VOCATIONAL SCHOOL

The Woodstock (Carleton county) and St. John schools are devoted exclusively to vocational training. The former was the pioneer school of the province and has done excellent service as a leader in this field of education. It continues to command in increasing measure the support, patronage and esteem of its constituency.

The St. John Vocational School, which will open early in 1926, will be modern in every particular. In addition to prevocational and commercial training, it will offer day and evening instruction in home economics subjects, woodworking, machine shop, motor mechanics, plumbing, electricity, printing, draughting and applied art.

THE AUTOMOTIVE BRANCH

Instruction in the automotive field has been continued and developed. This year special six weeks' courses were carried out at Woodstock, St. John and Edmundston under Mr. W. B. Main, of the provincial department, and his assistants. In these courses ninety-seven garage workers were enrolled. During the summer the itinerant instructor has been active in the fishing districts and small communities of the province. This service to the automotive trade and users of internal combustion engines is becoming more firmly established as time passes.

TEACHER TRAINING

In 1924 summer courses were provided in the province for teachers in the home economics field only. Other day vocational teachers were assisted to take professional improvement courses outside of New Brunswick as formerly. No adequate policy to meet the ever growing need for trained vocational teachers has yet been adopted.

NEW LEGISLATION

The 1925 Legislature amended the Vocational Act so as to make building grants apply to buildings erected prior to the end of 1925. Provision was also made for the payment of these grants forthwith. Formerly the policy was to spread the payments in annual instalments over a period of twenty years.

PERSONNEL

Miss Sarah M. Barnett, B.S., Home Economics Supervisor, returned to her post in February after one and one-half year's leave of absence for study. The present membership of the New Brunswick Vocational Education Board and Staff is as follows:—

Appointed by the Board of Education:

Hon. Fred Magee, Port Elgin, Chairman;
Rev. Father Tessier, St. Joseph's College;
Mr. George H. Maxwell, St. John;
Mr. W. H. Miller, Campbellton;
Mr. R. K. Tracey, M.L.A., Centreville.

Members Ex-Officio:

Dr. W. S. Carter, Chief Superintendent of Education, Vice-Chairman;
Dr. H. V. B. Bridges, Principal of Normal School;
Mr. Harvey Mitchell, Deputy Minister of Agriculture.

Administrative Staff:

Mr. Fletcher Peacock, Secretary and Director;
Miss Marguerite L. Taylor, Clerk-Accountant;
Mr. W. B. Main, Supervisor, Automotive Work;
Miss Sarah M. Barnett, B.S., Supervisor, Home-making Department.

NEW BRUNSWICK—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL SCHOOLS FOR PERIOD
JULY 1, 1924, TO JUNE 30, 1925

Municipality and School	Department	Enrolment and Attendance			Total Enrolment All Classes			Teachers				
		Full-time Classes		Short-term and Special Classes	Male	Female	Total	Full-time	Part-time	Male	Female	Total
		Total Enrolment	Average Attendance									
		Total Enrolment	Average Attendance	Total Enrolment								
Campbellton High School. Carleton County Vocational School, Woodstock.	Commercial.....	28	21.7	.....	.....	.....	28	2	.....	1	1	2
	Commercial.....	28	26.0	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Home-making.....	16	14.5	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Agriculture.....	10	9.0	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Motor Mechanics.....	.....	.....	9	.....	.....	.....	.....	.....	.....	.....	.....
	Welding.....	.....	.....	5	.....	.....	.....	.....	.....	.....	.....	.....
	Electricity.....	.....	.....	9	.....	.....	.....	.....	.....	.....	.....	.....
Edmundston Composite High School.....	Commercial.....	22	21.4	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Pre-Vocational.....	55	49.7	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Electricity.....	.....	.....	14	.....	.....	.....	.....	.....	.....	.....	.....
	Welding.....	.....	.....	18	71	38	109	6	2	4	4	8
Fredericton High School. Milltown High School. Saint John.	Commercial.....	39	28.0	.....	17	22	39	2	.....	1	1	2
	Commercial.....	17	15.9	.....	6	11	17	1	.....	.....	.....	.....
	Welding.....	.....	.....	10	.....	.....	.....	.....	.....	.....	.....	.....
	Electricity.....	.....	.....	32	42	.....	42	.....	3	3	.....	3
Totals.....		215	186.2	97	171	113	312	16	8	14	10	24

Teacher-Training Classes:—Enrolment, 30; Teachers, 4.
Itinerant Department:—Enrolment, 677; Teachers, 1.

NEW BRUNSWICK—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1924, TO JUNE 30, 1925

Municipality	Total Number of Subjects	Total Number of Classes	Total Enrol- ment All Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Saint John.....	2	7	176	10,364	117	59	176	3	4	7
Moncton.....	8	32	546	18,448	251	295	546	5	11	16
Marysville.....	5	5	66	1,522	20	46	66	1	4	5
Fredericton.....	12	27	348	11,580	74	274	348	5	10	15
Edmundston.....	7	14	219	6,708	65	154	219	2	6	8
Campbellton.....	9	18	246	7,274	46	200	246	1	9	10
Bathurst.....	1	1	19	760	.....	19	19	.....	1	1
Milltown.....	2	2	17	646	.....	17	17	.....	2	2
Total.....		106	1,637	57,302	573	1,064	1,637	17	47	64

QUEBEC

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

Dr. A. Frigon

The most important development during the year has been the opening of the Hull Technical School in November, 1924. The equipment of the school will be completed during the coming year, and it will then include a machine shop, a woodworking shop, a foundry, a smithy and an automobile repair shop, besides the ordinary laboratory facilities for physics and chemistry. The school is very well situated in an elevated part of the town, and in the centre of the section inhabited by the working class. Mr. A. Buteau, C. E., B.A.Sc., formerly a professor of the Quebec Technical School, has been appointed principal of the new school, and during the past year has had under his direction a staff of two professors and two shop instructors.

As is the case with the other schools controlled by the Government of the province, the aim of the Hull Technical School is not to cater to a great number of pupils, but rather to give a good technical training both in practice and theory. It will endeavour to prepare young men to become thoroughly qualified foremen and expert craftsmen, after they have had sufficient experience. In addition to these manual and practical qualifications, graduates will possess a knowledge of fundamentals in applied science and technology.

This new school was well received by the community, and the director and the teaching staff deserve to be congratulated for the very steady attendance which has been maintained throughout the year, more particularly in the case of the evening classes.

The industrial courses of the Sacred-Heart Academy of Grandmere received this year a special grant from the province. This school is conducted by the Sacred-Heart Brothers. It includes a grammar school and two advanced courses, one commercial and the other technical. During the last three years of their primary course, the pupils spend one, two and three hours respectively per week in manual training. After they have been through the grammar school, they may decide to take three years of advanced commercial studies, or the three corresponding years of the technical course. Two instructors who have had practical experience in their trade are in charge of the metal-working shop and the woodworking shop. Throughout all their entire course the pupils may avail themselves of the dormitory facilities of the school. This is a very great advantage for an institution which is located in a rather small town, and

which might be requested to give instruction to boys who come from the surrounding country.

All the other schools in the province have progressed normally. The *École des Hautes Etudes* has organized a correspondence course which promises to have a great success. Statistics are not yet available, but up to this time the results have been very satisfactory.

The most important event of the year has undoubtedly been the holding of a general convention of all those interested in technical education. The meeting took place at the Montreal Technical School on June 11, 12 and 13, 1925. Three questions had been put up for discussion:—

- (a) Relationship between the primary school and the technical school.
Preparatory courses to technical schools.
Vocational guidance.
- (b) Relationship between apprenticeship and technical education.
What should be the character of apprenticeship school?
Which trades in the province of Quebec most require apprenticeship courses?
- (c) All questions of general interest pertaining to teaching.
Programs, time-tables, pedagogical methods, co-operation between schools, etc,

The meeting was attended by almost the complete staff of all the technical courses of the province, and also by representatives of big industrial concerns and of trade unions. Thirty-two papers were presented, and were thoroughly discussed during the five half-day sessions of the convention. There is no doubt that this meeting has done a great deal to promote interest in technical education in this province. A great many questions of fundamental importance have been discussed. For instance, after thorough discussion, it was recognized that the grammar school was not to be expected to specially prepare pupils for technical schools, but rather that these should look after the preparation of their own candidates, if required. It was also admitted that trade schools and apprenticeship courses were needed more than ever in this province, but representatives of the trades were advised that no attempt in that direction would be made, unless those directly interested, the trade unions and the employers, would show a desire to co-operate and would first agree between themselves on the necessity and the character of the course.

As far as the personnel of the schools is concerned, it was resolved that some kind of a pension fund would be organized, and that a technical publication would be published in order to promote interest in technical education in this province.

The convention, with an attendance of over one hundred, was so highly appreciated that there is no doubt that it will be an annual affair hereafter.

It is safe to say that technical education in this province is entering an era of intensive progress. We feel sure that we have succeeded in interesting the trade unions and a good many big industrial concerns in our work, and with their aid we look forward to important development.

QUEBEC—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY AND EVENING SCHOOLS FOR PERIOD JULY 1, 1924,
TO JUNE 30, 1925

Municipality and School	Department	Enrolment and Attendance						Total Class ent Hours	Total Stud- ent Hours	Teachers		Total
		Day Classes		Evening Classes		All Classes				Day	Evening	
		Beginning of Period	End of Period	Beginning of Period	End of Period	Beginning of Period	End of Period					
Montreal— Montreal Technical School..... Montreal Technical Institute.....	Industrial..... Industrial and Home Economics.....	556	419	665 735	467 639	1,221 735	886 639	22,139 2,862	307,387 38,446	21	22 32	43 32
Montreal School of Fine Arts..... Ecole des Hautes Etudes Commerciales..... Societe Saint-Jean Baptiste.....	Art..... Commercial..... Commercial and In- dustrial.....	625 131	431 120	396 276	245 189	1,021 407	636 309	1,476 4,551	132,147 141,915	11 21	6 10	17 31
Quebec— Quebec Technical School..... Quebec School of Fine Arts..... Three Rivers Technical School.....	Industrial..... Art..... Industrial, Pulp and Paper.....	71 150 73	49 106 44	238 262 74	178 200 74	309 412 147	227 306 118	14,984 1,900 6,399	113,238 49,265	11 7 8	10 5 4	21 12 12
Grand Mere—Sacred Heart Academy..... Berthierville—Forest Rangers School..... Sherbrooke Technical School.....	Industrial..... Forestry..... Industrial.....	11 32 8	10 31 7	..... ..... 32	..... ..... 26	11 32 40	10 31 33	3,625 1,007 1,216	12,834 15,738 9,888	5 7 3	..... ..... 1	5 7 4
Shawinigan Falls Technical Institute..... Hull Technical School..... Council of Arts and Manufactures (14 centres)	Industrial..... Industrial..... Industrial and Home Economics.....	68 68	52 46	168 143	164 143	236 211	216 189	6,452 2,974	86,501 58,890	6 5	12 5	18 10
Beauceville—Sacred-Heart College.....	Industrial.....	99	91	.....	3,894	2,972	3,894	4,395	895,086	.....	107	107
Totals.....	.....	1,892	1,406	5,961	7,163	7,853	8,569	.....	.....	106	233	339

ONTARIO

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

F. P. Gavin

SUMMARY OF PROGRESS

New full-time day schools, giving instruction in one or more of the vocational departments, were opened in Owen Sound, Port Arthur, and Welland.

The total number of full-time day schools open throughout the whole school year is now twenty-five (including the Ontario College of Art). In addition, there are day schools open for the months of January, February, and March in Kingston, Collingwood, and Midland, giving instruction in navigation and marine engineering.

Evening schools were carried on in fifty-three places.

The total enrolment of full-time day pupils was 11,653, an increase over the previous year of 27 per cent.

The total enrolment of part-time pupils was 1,851, an increase of 40 per cent.

The total enrolment of evening class pupils was 35,789, a decrease of 1.8 per cent.

The following tables show the progress of the vocational schools:—

DAY VOCATIONAL SCHOOLS

—	1920-21	1921-22	1922-23	1923-24	1924-25
Number of full-time teachers.....	191	212	288.0	379.0	418
Number of part-time teachers.....		60	49.0	82.0	126
Number of full-time pupils on roll.....	2,600	5,344	6,958.0	9,153.0	11,653
Average attendance of full-time pupils.....	2,123	4,260	5,454.3	7,148.8	9,287
Number of part-time pupils on roll.....	907	574	988.0	1,319.0	1,851
Aggregate student-hours of part-time pupils.....	40,997	37,776	60,972.5	176,673.0	246,998
Number of special pupils on roll.....	1,019	1,604	1,456.0	2,347.0	1,918
Aggregate student-hours of special pupils.....	223,570	351,214	247,439.5	314,427.0	256,241

EVENING VOCATIONAL SCHOOLS

—	1920-21	1921-22	1922-23	1923-24	1924-25
Number of teachers.....	900	1,075	1,097	1,194	1,203
Total number of pupils.....	27,297	32,545	33,581	36,452	35,789
Aggregate student-hours.....	1,119,287	1,176,039	1,298,746	1,423,816	1,676,081

SUMMARY OF EXPENDITURES BY MUNICIPALITIES

—	1919	1920	1921	1922	1923
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Total expenditures.....	659,072 82	1,347,905 04	1,585,086 36	1,871,614 21	3,957,136 88
Legislative grants.....	140,294 14	511,021 04	670,758 56	638,217 28	624,558 06

AMENDMENTS TO THE REGULATIONS

In order to ensure that a suitable proportion of the time of students in industrial and technical departments of the vocational schools be assigned to practical subjects, certain amendments have been made to the Regulations for

Vocational Schools. Under the new requirements at least forty per cent of the time in the first and second years shall be given to practical work and draughting, in the third year this proportion shall not be less than thirty per cent, and in the fourth year not less than fifteen per cent.

Under another amendment to the regulations vocational schools are entitled to annual grants only when, among other conditions, satisfactory provisions are made for the instruction of employed adolescents who are required under the Adolescent School Attendance Act to attend school part time.

It has been found that an occasional centre attempts to carry on an evening class programme without cost to the local school authorities by charging the students such fees that the evening school may be maintained out of the fees and the Government grant. In future the Government grant on salaries of evening class teachers will be paid on the total of the salaries less the amount of fees collected. In this way the cost of the evening classes will be shared by the local school authorities and the Department of Education.

Provision has been made in the regulations whereby boards may give teachers leave of absence with pay to attend the Ontario Training College for Technical Teachers. A grant equal to fifty per cent of the salary allowances to such teachers will be paid by the Department of Education to the local school authorities.

NEW DEVELOPMENTS AND BUILDING OPERATIONS

The year 1923 was remarkable for the number of buildings that were erected for the purpose of providing accommodation for vocational school classes. Two factors tended to make in this year a record in building that will not soon be surpassed. On the one hand, the programme for providing school accommodation of all kinds which was delayed during the war took some time to get under way again and did not reach its greatest effort until 1923, and, on the other hand, it took local school authorities two or three years to determine to what extent and in what fields they could provide industrial and technical training. The important and substantial programmes for vocational education finally adopted were undoubtedly due in a large measure to the grants on capital expenditure available from provincial and Dominion sources which became available in 1919.

While 1923 will stand out as a record year, the building programme for 1924-25 shows that local school authorities are continuing their efforts to provide facilities for vocational training.

The new building in Galt, the corner-stone of which was laid in August, 1923, by Dr. Cody, was sufficiently completed in September, 1924, to be occupied by classes. The shop wing extends to the rear of the building and is notable for the excellent natural lighting available from three sides. The building is quite different from the usual style of modern schools, and from the front presents a fine architectural appearance with a distinctly scholastic effect.

The new building in Owen Sound, which was begun in 1923, was completed in 1924 and occupied at the beginning of the autumn term. It was officially opened by the Lieutenant-Governor of the province and Dr. Cody on December 3, 1924. In addition to the usual class-rooms, it is provided with generous shop areas for machine shop work, for woodworking, and for motor mechanics. Visitors at the opening commented favourably on the commodious shops and the well-planned layout of the machinery and equipment. The distinguishing characteristic of this school is the large amount of accommodation that was obtained for the amount of money spent.

In London the increase in attendance in 1923 was such that a six-room addition was made to the school during the year. The further increase in attendance in the autumn of 1924 was such that, even with the additional accommodation, the school was still congested, and another six-room addition has been made, to be ready for occupancy on September 1, 1925.

In Niagara Falls a four-room addition to the technical school was made during the year to provide much needed additional accommodation.

In St. Thomas a new building has been in process of erection at a cost of approximately \$200,000 to provide accommodation for vocational education. It was hoped that the building would be ready for occupancy early in the autumn of 1925, but, as this has been found impossible, it has been decided to defer the establishment of the industrial and technical departments until next year. In the meantime the commercial department is carrying on in the collegiate institute.

The local school authorities in Chatham have dealt with the problem of providing accommodation for vocational classes in an unusual and yet interesting way. The question of accommodation for the industrial classes had become a pressing one, not only because the arrangement whereby they were housed in the Central Public School was an unsatisfactory one, but because the rooms occupied by these classes were needed by the public school classes. As the school authorities felt they were not in a position at present to enter on an adequate building programme, they purchased the Sanita Hotel property, facing on Tecumseh Park, which they were offered at a very reasonable price. The site is an excellent one, especially for evening class work. The remodelling of the building has been done at a very moderate cost, and has provided accommodation, adequate for some years, which is a great improvement over that formerly available. The hotel garage, a separate building, was converted with little expense into a first-rate machine shop, and the mineral bath-house once used in connection with the hotel has been made into a good woodworking shop.

In Weston, one of the smaller places undertaking to carry on technical education, the attendance has increased beyond all expectations, and the local school authorities were faced in 1924 with the question of more accommodation. An addition of six rooms has been made to the vocational school, to be ready for use in September, 1925.

The city of Peterborough has submitted plans for a substantial building to the rear of the collegiate institute to provide accommodation for vocational classes. The plans have been approved by the Advisory Vocational Committee, the Board of Education, and by the Minister of Education. It is estimated that the building will cost \$370,000 and will provide adequately for instruction in industrial and technical, in home-making, and in commercial departments.

EVENING CLASSES

The increased attendance in evening classes is due largely to the steady growth of the evening classes in the larger centres, and especially in the centres which have entered on a day school programme and have provided special accommodation. In places like Windsor, St. Catharines, Kitchener, and Guelph the increases have been quite remarkable.

In smaller communities the growth in evening class attendance has been more irregular and uncertain. In some places the growth has been well maintained; in others there has been little growth, and in an occasional community a falling-off in attendance. The lack of growth in certain places cannot be due to the fact that all the educational needs of the employed part of the community have been met. In some comparatively small places where a vigorous promotion effort has been made by those in charge, where teachers who are enthusiastic and keen, and who are acquainted with the needs of the students, have been in charge of the work, and where well-planned progressive courses of study outlined in definite units have been offered, evening classes have been quite as successful as in large places. The interest of the class in their studies and the amount of work they have covered are due in part to the enthusiasm of the teacher. In every community of three or four thousand up there are doubtless a number of young men who would respond in the same way to the same opportunity if properly presented to them.

In Vellore, a very small community, a class in farm mechanics was carried on in the community hall with an enrolment of forty men and boys from the neighbouring farms. As no equipment of any kind was available, each student brought his own tools and material to work with. The class were most enthusiastic about their work, and maintained an average attendance of twenty-three for the course. While much of the success of the work was due to the ability and interest of the teacher, yet the determining factor was the strong local public interest inspired in the first instance by Mrs. H. M. Atkin, a worker in the Women's Institute, who overcame all difficulties and proved that even in the smallest community there is a place for an evening class.

TEACHER-TRAINING ACTIVITIES

The provisional scheme for training teachers of shop subjects in summer courses adopted in 1921 for a period of four years terminated in 1924. Experience with this plan showed (1) that the length of the course, viz., two summer sessions of five weeks each, was not great enough to cover satisfactorily the work required, and (2) that, as the regular day schools were closed for the summer holidays, it was not possible to give practice teaching under actual class-room conditions.

To provide on a permanent basis an adequate and comprehensive scheme for the training of shop teachers, the Ontario Training College for Technical Teachers has been established in Hamilton. The classes of the Hamilton Technical Institute are used for observation work and practice teaching. The first session of the college opened on April 20, 1925.

A suitable building for the use of the college will be erected in the near future on a site adjacent to the Hamilton Technical Institute.

The course consists of two parts. Part I, which consists largely of lecture and theoretical work, may be taken in two summer terms of five weeks each. Part II, which consists largely of observation and practice teaching, may be taken in the autumn or the spring term only.

The course is so arranged that teachers in service who are required to take the training will be able to take one-half the course during summer holidays and will need to obtain leave of absence from their duties for ten weeks only during either the autumn term or the spring term.

The subjects of study to be given in the new teacher-training course are as follows:—

- English,
- Principles of Teaching,
- History, Principles and Problems of Vocational Education,
- School and Class Management and School Law,
- Trade Analysis and Courses of Study,
- Study of Industries,
- Methods of Teaching Industrial Subjects,
- Practice Teaching,
- Vocational Guidance,
- Shop Plans and Equipment,
- Mechanical Drawing,
- Costume Design.

The terms are so arranged that there will be no teachers-in-training at the college during the winter months. During these months the staff of the college will be used for field service, i.e., for conducting in outside centres short intensive courses for untrained evening class teachers, many of whom neither can nor will attend the regular sessions of the college, for giving assistance on the job to day school teachers in selecting and organizing teaching material, in planning and equipping shops, in adopting the most efficient methods of teaching, or in any way that makes for the improvement of teachers in service.

DEPARTMENT OF LABOUR

ONTARIO—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES
FOR PERIOD JULY 1, 1924, TO JUNE 30, 1925

Municipality and School	Department	Enrolment and Attendance					Total Enrolment, All Classes			Teachers					
		Full-time Classes		Part-time Classes		Short Term and Special Classes	Total Enrolment, All Classes			Teachers					
		Total Enrolment (3)	Average Attendance (4)	Total Enrolment (5)	Student Hours (6)	Total Enrolment (7)	Student Hours (8)	Male (9)	Female (10)	Total (11)	Full-time (12)	Part-time (13)	Male (14)	Female (15)	Total (16)
(1)	(2)														
Chatham.....	Industrial and Home-making.....	66	38.0			53	1,663	72	152	224	6	2	3	5	8
Collingwood.....	Commercial.....	105	65.0			31	5,540	31		31		2			2
Guelph.....	Industrial, Technical and Home-making.....	112	105.0					145	128	273	9		4	5	9
	Commercial.....	161	127.0												
Fort William.....	Industrial, Technical and Home-making.....	89	74.0					127	114	241	7	4	7	4	11
	Commercial.....	152	121.0												
Galt.....	Industrial, Technical and Home-making.....	113	92.0					144	151	295	7	5	6	6	12
	Commercial.....	182	153.0					31	25	56	3	5	3	5	8
Haileybury.....	Technical and Home-making.....	56	39.0												
Hamilton.....	Industrial, Art and Home-making.....	1,042	692.0			336	22,043	1,517	804	2,321	62	3	44	21	65
	Technical.....	194	151.0	749	108,712	42	7,020	42		42	1	1	2		2
Kingston.....	Technical.....														
Kitchener and Waterloo.....	Industrial, Technical and Home-making.....	260	206.01					323	384	707	14	9	12	11	23
	Commercial.....	252	230.90	166	11,412	29	542								
London.....	Industrial, Technical and Home-making.....	467	349.0			114	54,174	507	549	1,056	30	2	23	9	32
	Commercial.....	352	261.0	123	15,974	44	8,965	44		44		2	2		2
Midland.....	Technical.....														
Niagara Falls.....	Industrial, Technical and Home-making.....	103	69.5					91	111	202	7	2	6	3	9
	Commercial.....	99	85.3					55	158	213	2	18	12	8	20
Ontario College of Art.....	Art.....	100	78.78	91	17,424	22	7,920								

Ottawa.....	Industrial, Technical and Home-making.....	320	221-0	52	7,722	436	15,145	379	701	1,080	27	6	19	14	33
Owen Sound.....	Commercial.....	272	213-0												
	Industrial, Technical and Home-making.....														
Port Arthur.....	Commercial.....	78	66-0												
Renfrew.....	Commercial.....	40	35-0												
	Home-making.....	112	98-0			4	574								
	Commercial.....	20	16-0												
Sarnia.....	Commercial.....	50	46-0												
	Industrial, Technical and Home-making.....														
St. Catharines.....	Commercial.....	145	110-74												
	Industrial, Technical and Home-making.....	215	180-93												
	Commercial.....	154	111-0												
Sault Ste. Marie.....	Commercial.....	233	184-0			92	2,472								
	Industrial and Home-making.....	148	99-94												
Stamford.....	Commercial.....	123	92-72			74	22,040								
Sudbury.....	Commercial.....	71	52-0												
	Industrial, Technical and Home-making.....														
Toronto—	Commercial.....	80	59-9												
Central Technical.....	making.....	76	62-21			9	552	92	73	165	5	7	5	7	12
Riverdale.....	Commercial.....														
	Industrial, Technical and Home-making.....														
High School of Commerce.....	Commercial.....	1,841	1,419-0	591	74,170	513	99,981	1,597	1,348	2,945	73	7	56	24	80
Weston.....	Industrial, Technical and Home-making.....	680	486-0	58	10,200	14	3,400	539	213	752	26	5	22	9	31
	Commercial.....	1,951	1,809-0												
	Industrial, Technical and Home-making.....														
Welland.....	Commercial.....	95	84-3												
Windsor-Walkerville.....	Commercial.....	168	102-7	21	1,384										
	Industrial, Technical and Home-making.....	76	63-8												
	Commercial.....	326	300-0												
	making.....	474	436-0												
	Commercial.....					105	4,210	392	513	905	28	3	16	15	31
Totals.....		11,653	9,286-73	1,851	246,998	1,918	256,241	7,484	7,938	15,422	418	126	325	219	544

The requirements for admission to the Training College are as follows:—

1. General Education:

(a) The applicant for admission shall be required to pass an examination in general education. The examination will consist of a paper in arithmetic, a paper in composition, spelling, penmanship, and a paper in general knowledge of the subject which the candidate proposes to teach. The work in arithmetic will include the four fundamental operations, simple, vulgar and decimal fractions, and percentage.

(b) If the applicant submits satisfactory evidence of having taken two years' high school work or its equivalent, he may be exempted from the examination in arithmetic and in composition, spelling and penmanship.

2. Trade training and experience:

(a) The training or apprenticeship required shall be that usually demanded for a journeyman's qualifications in the trade concerned. Special training obtained in a day vocational school will be taken into account in considering the period of training.

(b) The experience required depends upon the trade. Experience in approved shops shall be required and shall be such as to show that the applicant is proficient in his trade and is acquainted with its recent developments.

3. Health and character:

Applicants shall be in good health, and shall be of good moral character, and shall possess the personal qualifications necessary to success in teaching.

In the case of teachers in service who may find it necessary to obtain leave of absence to attend during an autumn or a spring term, provision has been made that, if the local school authorities give them leave of absence with pay, a grant will be paid to the board equal to one-half the salary allowed the teachers while in training.

The attendance at the Training College for the two terms already completed was as follows:—

	Men	Women	Total
Spring session.....	28	14	42
Summer session.....	53	48	101

An interesting feature of the work of the summer session was the requirement whereby each of the senior students made a special study of some one of the many problems of vocational education and wrote up the results of his study in a thesis or essay. These essays become part of the reference material of the library of the college.

CHANGE IN STAFF

Mr. F. P. Gavin, Director of Technical Education, will leave his present position to become Principal of the Ontario Training College for Technical Teachers on September 1, 1925.

Mr. D. A. Campbell, Principal of the Sarnia Technical School, will succeed him as Director of Technical Education. Mr. Campbell before coming to Sarnia was Director of Technical Education for Alberta.

Mr. F. S. Rutherford, Organizer of Technical Education, will become Assistant Director on September 1.

Mr. M. A. Sorsoleil, and Miss E. I. McKim, Organizers of Technical education, will join the staff of the Training College.

Miss Alice Hamill, of the Kitchener-Waterloo Vocational School, will become Organizer in the Technical Branch of the Department of Education.

ONTARIO—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN
EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1924, TO JUNE 30, 1925

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Amherstburg.....	6	3	61	1,246	9	34	43	1	2	3
Barrie.....	8	6	136	8,820	35	69	104	5	2	7
Belleville.....	15	18	337	12,814	136	201	337	9	8	17
Brantford.....	20	21	689	21,264	180	345	525	12	10	22
Brockville.....	25	17	575	11,027	117	226	343	11	6	17
Burlington.....	11	9	181	7,180	54	92	146	5	4	9
Chatham.....	23	17	611	10,280	110	227	337	8	9	17
Collingwood.....	9	6	103	4,250	16	119	135	2	5	7
Dundas.....	17	10	315	9,888	67	116	183	7	5	12
Elmira.....	12	7	140	5,944	24	70	94	4	3	7
Espanola.....	4	4	82	2,385	24	32	56	1	3	4
Fairbank.....	8	8	504	8,688	69	92	161	3	4	7
Fort William.....	19	19	412	13,630	210	196	406	14	7	21
Galt.....	13	23	554	16,728	230	281	511	8	9	17
Goderich.....	4	9	132	3,800	2	106	108	1	3	4
Guelph.....	24	29	1,120	44,093	417	703	1,120	14	22	36
Hamilton.....	43	58	1,821	73,920	1,066	591	1,657	55	30	85
Hespeler.....	9	8	146	4,230	19	114	133	2	5	7
Ingersoll.....	8	7	134	4,521	70	64	134	5	2	7
Iroquois Falls.....	13	8	120	2,890	39	48	87	3	5	8
Kitchener-Waterloo.....	30	60	1,294	45,786	623	671	1,294	31	15	46
London.....	37	55	1,901	51,784	684	521	1,205	33	9	42
Midland.....	5	6	134	3,165	24	110	134	3	3	6
Niagara Falls.....	19	18	722	7,820	330	220	550	9	7	16
North Bay.....	15	11	261	12,476	145	109	254	7	5	12
Ontario College of Art.....			192	25,000	116	76	192	12	8	20
Oshawa.....	10	11	331	16,376	166	114	280	6	5	11
Ottawa.....	36	184	4,681	152,957	1,186	3,495	4,681	32	48	80
Pembroke.....	10	9	201	7,864	72	129	201	6	4	10
Owen Sound.....	10	21	499	11,009	132	316	448	5	12	17
Peterborough.....	14	26	409	13,926	191	218	409	11	6	17
Perth.....	17	19	211	6,214	70	141	211	7	10	17
Port Arthur.....	16	18	355	58,137	114	241	355	9	5	14
Preston.....	14	9	218	13,448	59	159	218	3	7	10
Renfrew.....	10	14	250	6,116	26	206	232	3	6	9
Sarnia.....	17	26	385	18,003	235	150	385	13	6	19
Sault Ste. Marie.....	16	14	345	10,242	146	136	282	11	7	18
Smith's Falls.....	11	6	127	7,410	64	63	127	4	4	8
St. Catharines.....	24	41	1,051	33,320	406	514	920	20	14	34
Stratford.....	14	14	632	22,712	184	282	466	10	6	16
St. Thomas.....	23	17	694	69,550	191	344	535	8	9	17
South Porcupine.....	1	1	25	1,258	22	3	25	.....	1	1
Sudbury.....	18	16	353	12,624	136	202	338	7	9	16
Timmins.....	18	13	399	8,474	262	43	305	9	5	14
Toronto (Central).....	68	318	8,216	288,974	2,730	3,400	6,130	124	48	172
Toronto (R'dale).....	41	102	2,643	73,160	1,031	1,010	2,041	44	18	62
Toronto (H.S. Commerce).....	17	160	7,245	129,445	1,455	1,619	3,074	57	10	67
Wallaceburg.....	6	5	92	4,744	36	56	92	3	2	5
Welland.....	8	10	177	8,840	78	99	177	5	4	9
Weston.....	11	17	367	11,850	98	220	318	8	8	16
Windsor.....	31	116	2,914	110,340	1,780	1,134	2,914	45	26	71
Woodstock.....	22	23	635	2,164	128	221	349	9	6	15
Vellore.....	2	2	52	1,260	27	.....	27	2	.....	2
Totals.....		1,649	46,184	1,676,081	15,841	19,948	35,789	726	477	1,203

MANITOBA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

R. B. Vaughan

Vocational education in Manitoba coming under the scope of the Technical Education Act has been confined to Winnipeg, Norwood, Teulon and St. Laurent. Courses in home economics only have been given in Teulon and St. Laurent, while commercial work has been offered in Norwood. In Winnipeg, courses in junior matriculation and engineering, practical arts for girls and commercial work have been conducted as usual.

Commercial education continues to increase. Practical arts for girls maintains its former status and evening classes have made a slight advance.

Comparison of work done in the year ending June, 1924, with that for the previous year, follows:—

	1924	1925
Number of day schools.....	11	11
Number of evening schools.....	3	5
Number of teachers in day schools.....	98 (full-time)	91
	43 (part-time)	46
Number of evening school teachers.....	1,183	1,359
Total attendance day schools.....	1,539	2,937
Total enrolment evening schools.....		264
Attendance Winnipeg School of Art.....	25	25
Attendance teacher-training course.....		

In the evening classes the following courses have been offered:—

Kelvin Technical High School: Practical electricity, first, second and third years; mathematics for electrical courses, auto mechanics; woodworking; machine shop work; pattern-making; machine drawing; dressmaking; millinery; cookery; show-card writing; drawing; design; book-keeping; typewriting and shorthand.

St. John's Technical High School: Millinery; dressmaking; architectural drawing; show-card writing; woodworking; machine shop courses; gymnasium; business English; stenography; typewriting, book-keeping; auto mechanics; electricity; radio; and English for illiterates.

Courses in English for adult Canadians of foreign birth were held at the Maple Leaf, Norquay and Strathcona schools.

Twenty-five teachers and others were again enrolled in the teacher-training course. Classes were held on Wednesday evening throughout the winter.

Fifteen girls attended the home economics course for girls held at the Manitoba Agricultural College and a number completed the course outlined for high school girls.

As a result of the Calgary conference, Manitoba has made arrangements to begin correspondence courses in steam engineering. The courses prepared by the Calgary Technical Institute have been carefully examined by the board of examiners and by the engineering department of the University of Manitoba and accepted for use in Manitoba; in fact the Calgary Technical Institute has reason to feel gratified by the many complimentary things said about this course. Members of the staff of the university will read the papers and direct the students in their study. There is every indication that this course will prove very popular in Manitoba, and also that correspondence courses in other subjects will find a large group of students ready to enrol.

A class in commercial work has been conducted in Norwood during the year, and the Norberry School, St. Vital, is making arrangements to offer a course in commercial work next year. It is apparent that the tendency of development in Manitoba is toward courses in commercial education to a greater extent than work leading to trades and industries.

No legislation respecting vocational education has been passed during the year.

THE WINNIPEG SCHOOL OF ART

W. Percy Over, Honorary Secretary

The general session of the school opened October 6, 1924, and closed May 15, 1925. A total of 264 students were registered during the session, the day school numbering 72, evening 98, and Saturday 94. The summer outdoor sketch class totalled 18. The enrolment of this year compares very favourably with that of previous years.

The annual exhibition opened on April 6, continuing for five weeks. It was well attended and very favourably commented upon by the public in general, and the press. Great care was taken to present a comprehensive display of the entire work of each class, carrying each subject through its whole course of development. The work on display went through a rigid process of elimination at the end of each month, which stimulated the students to greater efforts and enabled us to present the results of our entire course of instruction.

The scholarships awarded for 1925 and 1926 are 5 one-term scholarships and 3 one-month scholarships in the day classes, 3 one-term scholarships and 3 one-month scholarships for the evening classes, and 3 one-term scholarships for the Saturday classes.

Constant use has been made of the school library this year and the students are learning more and more the value of art reading. On numerous occasions books by G. Clausen, and other men of note, have been read to the students.

It has been interesting to note in the progress of the school that the practical side has been emphasized sufficiently to enable a number of students to secure a beginning in the world of commercial art. The British and Colonial Press has taken one of our day students on their permanent staff, and Brigdens of Winnipeg, Limited, have absorbed a number of others. All these students are now studying in the school at whatever time is practicable, most of them continuing their studies in the night class. Also, a number of the night students attending the various classes are employed in occupations where the study of art is not only helpful but necessary to advancement in their chosen line of work. Numbers of the students not employed in positions demanding any art instruction have shown a definite desire to develop their talent, with the final objective in mind of taking a position in commercial art whenever such presents itself.

In reporting the activities of the school, it will perhaps be best to discuss the classes individually.

The Life Class, which has been the largest in its history, has made very satisfactory progress. The importance of drawing from life cannot be stressed too strongly, for a keen understanding of the figure is most essential in whatever field the student wishes to branch.

The Anatomical Aspect of Life Drawing has been given very careful consideration, each student receiving individual diagrams explaining his or her particular phase of the pose.

A variety of mediums has been used throughout the course: charcoal, pencil, pen and ink, oil, watercolour, pastel, wash and tempera, and modelling in plasticine.

We have endeavoured to keep the students "on their toes" by the unique variety of poses employed, embodying a great range of perspective in the figure, and a constant changing of mediums to allow the student to feel out for himself what is best adapted to drapery studies. The figure in action from memory in figure compositions has also held an important place in this class.

The Antique Class forms the foundation for practically all branches of drawing, developing the greatest power of draughtsmanship and a comprehensive understanding of the figure. Here the entering student acquires the first principles of form and light and shade, training the hand, the eye and the power of observation. There has been no great variety in this work for the past session. Next year it is our intention to use the model one day a week for the antique students, not only to break the monotony of drawing from the cast, but to give them a better insight into what the work is leading up to. The character of this class will be, quick action poses, the introduction of the variety of mediums in life drawing, and a more intensive study of anatomy.

Composition has played an important part in this year's curriculum. Its bearing on commercial layout requires no further mention. The class started with a series of "Thumbnail" sketches, filling a variety of shapes with simple compositions, thus acquiring a base on which they were able to build colour combinations. Many subjects were handled in many different ways, with the result, as evidenced by the school exhibition, that the student is now quite capable of turning out a drawing which is very satisfactory from a composition standpoint. The usual variety of mediums was carried out in this class, including a very interesting method of imitation wood block cut. Posters, landscapes, figure compositions of various natures were amongst the many class problems.

Outstanding amongst the work of the students is a series of mural decorations donated to the Children's Hospital. There are eight panels in number, each representing some fairy tale. The sizes range from 2 by 4 feet to 10 by 4 feet and present an entirely different problem to the ordinary class assignment. Material and paint were furnished by various firms in the city.

Perspective, a most essential study, has been given very careful consideration and has been taught through the execution of actual perspective drawings.

Groupings of simple objects, squares, cylinders, cones, etc., were amongst the first assignments. These were done in outline only. Gradually working the student into light and shade we increased the difficulty of the subject and assigned drawings to be made of various sections of the school.

With the coming of suitable weather the class had advanced sufficiently to make sketches of the Parliament Buildings, and the subject matter close at hand, the railroad yards, and their relative points of interest. It has been our aim to keep the student keyed up to a subject that might otherwise seem irksome, by introducing as much outdoor perspective drawing as one-half day a week allows.

The students in design have been carried through a carefully planned course, commencing with simple geometric border and all-over patterns in black and white, gradually leading to colour compositions in a variety of designs.

A very thorough study of leaves, flowers, roots, inflorescence and their kindred subject was carried out. Blackboard demonstrations were used to give the student a firmer grounding in plant construction, after which they were assigned a number of problems in invented plant life.

Birds were next dealt with in their relation to design and problems in invention of bird form were carefully planned and carried out.

All our classes have been planned to give the student the best grounding possible, a set of tools with which it will be possible to fashion his advanced course, a knowledge of the first principle of drawing without which it is of little avail to carry on in commercial work.

We have tried in the school lobby to keep a constantly changing exhibition

of outside interest, such as the exhibition of student work from Chicago, various selections of posters, and a variety of clippings pleasingly mounted dealing with design, contemporary American paintings, etc. These have served to give the student an insight into what is happening in the art world at large and have created much interest in our classes.

In reporting Mr. Fursman's activities during his stay as visiting instructor, his association with the school has been very beneficial. He drove home what we have been constantly hammering at. We have found it of great value to be able to refer to what he said in his talks to each class. He addressed each group, dwelling on the relation and the importance of each group to the ultimate aim of each student, viz., that of making his or her way in the commercial field one of success.

MANITOBA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1924, TO JUNE 30, 1925

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		Total
					Male	Female	Total	Male	Female	
Winnipeg—										
Kelvin.....	25	42	1,550	32,562	942	608	1,550	17	7	24
St. John's.....	18	26	1,387	26,895	849	538	1,387	14	8	22
School of Art.....	7	4	139	.....	59	80	139	3	.....	3
Including Courses in English for Adults—										
Maple Leaf.....										
Norquay.....	1	14	503	552	.....	.....	503	8	6	14
Strathcona.....										
Totals.....	.....	86	3,579	60,009	1,850	1,226	3,579	42	21	63

SASKATCHEWAN

REPORT ON VOCATIONAL EDUCATION

J. H. McKechnie, Chief Inspector

The progress in this phase of educational work during the statistical year just closed continued to be substantial. There was no abatement of interest in the three cities of Moose Jaw, Regina, and Saskatoon, although financial conditions were of such a character that trustees were unable in some cases to proceed with new undertakings and in one city there was of necessity a slight curtailment of the day industrial classes. On the other hand, the enrolment in commercial classes was considerably increased. In one school, where one hundred and seventy-five pupils were enrolled in the first year, seventy-nine of these were enrolled in the commercial course. In the three cities encouragement was given students to enrol for the three-year commercial course, and the number so doing is increasing very encouragingly.

The number of girls requesting the so-called vocational course in home economics is not increasing appreciably. The reason for this is largely economic. Practically every girl in this province finds it necessary to earn her own living for a time at least. While undoubtedly she has home-making in mind, yet her school course must be shaped either towards commercial work or teaching. Much as she may like to spend considerable time in home economics, she is forced by economic circumstances to enter the commercial or teacher's course, with a view, not only of earning a living, but also, in a great number of cases, of repaying her parents for funds advanced for her schooling. In a new country such as Saskatchewan it will be years before this condition of affairs is changed.

A very encouraging feature of the collegiate work in the three cities, however, is the number of girls of the first and second years who take the classes in home economics, although the time devoted to the work is perhaps not all that one would desire. In one school, for instance, every girl of the first and second years took the household science class as one of the optional classes, and in this school over thirty per cent of the third year girls selected this option. In this particular school all the boys of the first and second years were enrolled in the classes for manual training and shop work. Practically similar conditions existed throughout other schools.

The day industrial classes for boys and young men continued successfully in Regina. Moose Jaw has not felt any real demand for this type of day work. In Saskatoon, day industrial classes were provided in both collegiates and continued until June, 1924. Beginning with the fall term of 1924, this work was discontinued, except in Bedford Road Collegiate, where the first year class of the previous year was continued as a second-year class. The class contained thirteen boys, ten of whom intended entering mechanical pursuits and three the engineering course at the university. A feature of the work of this class was the visiting of places of industry throughout the city and the instruction and discussion incidental thereto. The instructor kept in close touch with the parents who appreciated the work and instruction their boys received.

Before discontinuing strictly vocational day courses, the board gave the matter serious consideration. The grade VIII pupils in the public schools were canvassed for possible students. The response was fair. On one side of the river only five or six boys signified a desire for instruction in wood or metal. After due consideration the board felt that for the present it would concentrate in the day classes on commercial work, teachers' diplomas and matriculation work, retaining, however, the home economics and manual training departments for those students who wished these options. As soon as any real demand in the city arises for industrial classes, the board will be found ready to meet the demand.

The great industry of Saskatchewan is agriculture and the work of vocational training is shared by the College of Agriculture and the Department of Agriculture. Both the college and the department are active in all phases of instruction which will make the work of the people on the land not only profitable but happy. The College of Agriculture in particular is interested in every phase of farm life and short courses are provided in a great variety of subjects appealing to both the male and female members of the community and these courses are largely attended. In addition, the various machine companies have short winter courses of instruction for farm boys and men on the gas tractor. These courses are given in the cities and larger towns. They are efficiently planned and are annually taken advantage of by hundreds of men and boys over fifteen years of age. A feature of these courses is the series of talks given by business and professional men, in addition to the technical instruction by the machine experts. One company provides a complete course for operators of internal combustion engines which includes a series of lectures lasting five days and covers every phase of internal combustion engine operation and design, with particular application to tractor work.

As an example of the activities of various departments of the government in providing educational facilities, I may mention the course provided by the Department of Agriculture to steam engineers, and the courses given the employees by the Department of Telephones.

As in previous years, the evening classes were well attended in the three cities, there being an increasing number each year taking advantage of the great variety of instruction provided. It was felt that the preparation of courses especially in millinery and dressmaking and in English to the non-English, would further stimulate the interest in these classes and help to organize the work so that students would enrol for two or more terms. Recommendations to this effect have been made to the superintendent.

During the year the day and evening classes were visited by a high school inspector, or the chief inspector, in some cases accompanied by the superintendent. Problems were discussed with the instructors and members of the committees.

At Easter a very instructive conference was held at Calgary where representatives of the western provinces met with the Dominion director, Mr. Crawford, and discussed ways and means of co-operating in the work of vocational education in the western provinces.

SASKATCHEWAN—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS

FOR PERIOD JULY 1, 1924, TO JUNE 30, 1925

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		Total
					Male	Female	Total	Male	Female	
Regina Collegiate Institute.....	12	14	448	16,354	98	350	448	15	5	20
Saskatoon Nutana Collegiate Institute	3	3	51	702	21	30	51	2	1	3
Bedford Road Collegiate Institute.....	8	12	354	6,702	123	164	287	6	4	10
Moose Jaw Vocational Building and Central Collegiate Institute.....	6	15	205	5,554	80	125	205	4	5	9
Totals.....		44	1,058	29,312	322	669	991	27	15	42

SASKATCHEWAN—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD JULY 1, 1924, TO JUNE 30, 1925

Municipality and School	Department	Enrolment and Attendance				Total Enrolment All Classes			Teachers					
		Full-time Classes		Short Term and Special Classes										
		Total enrolment	Average attendance	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total	
Regina Central.....	Home-making....	45	32.0	.....	.....	.....	45	45	1	7	4	4	8	
Collegiate Institute...	Industrial.....	31	22.0	49	38	80	.....	80	2	7	6	3	9	
Scott Collegiate Institute.....	Commercial.....	289	222.6	.....	.....	99	190	289	5	2	3	4	7	
Bedford Road Collegiate Institute, Saskatoon.....	Pre-vocational....	13	12.78	.....	.....	13	.....	13	.....	5	5	.....	5	
Bedford Road Collegiate Institute, Saskatoon.....	Commercial.....	161	158.41	.....	.....	67	94	161	2	11	9	4	13	
Vocational Building and Central C. I., Moose Jaw.....	Commercial.....	90	73.0	.....	.....	49	41	90	.....	11	7	4	11	
	Domestic Science.	260	220.0	.....	.....	.....	260	260	1	.....	.....	1	1	
Totals.....	.....	889	740.79	49	38	308	630	938	11	43	34	20	54	

ALBERTA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

W. G. Carpenter

The past year has been a quiet one in the development of technical education in this province. While there has been no great display, there has been a steady growth and an interest in technical education which is wholesome. Parents are looking more seriously at industrial careers for their sons. Boys are realizing that the rewards in the industrial field are, on the whole, larger than those in the professional. Young women are likewise training themselves for commercial activities, the tendency in this respect being to get a sound scholastic background before taking more specific business training. The commercial schools report a larger number with higher academic standing than in previous years. In fact, in Calgary, where the accommodation is limited, those with merely a grade VIII standing are finding it difficult to gain admittance to the Commercial High School. There are a number who are obtaining university degrees before qualifying for stenographic and secretarial duties.

In the city of Edmonton the Technical High School has had a normal year without any great change in the enrolment. The large enrolment still exists in the prevocational and matriculation classes. The print shop has been closed by the board. The sewing classes have been popular, there having been a specially fine vocational class in dressmaking. The school passed a crisis during the year when it weathered opposition which threatened its existence. This criticism has strengthened the school and there is a determined effort being made to make it function to its maximum value in the community. There has been a marked increase in the attendance in the commercial classes where effective work is being done.

In Calgary there has been a slight falling off in the attendance at the Pre-vocational School. This is attributed to the lack of attention that is being paid to manual training in the elementary grades, which is not giving the same opportunity as formerly to young people to discover their natural bent. The commercial classes, while not much larger than in the previous year, owing to lack of accommodation facilities, are more select. The average academic attainment of the commercial students is higher than that of the previous years.

The Provincial Institute of Technology and Art has had a good year. While there has not been much of an increase in the numbers enrolled, there has been a decided improvement in the quality of young men and women who are being attracted to the institute. The average age of the students is 20.04 years. The average academic schooling in grades is 8.8. Approximately 66 per cent of the students enrolled gave as their home address some address other than Calgary. Students were in attendance from Saskatchewan and British Columbia. The student hours instruction in all departments for the year is 185,658, which is 30,282 student hours in excess of those given in the previous year and 74,888 in excess of those in the year 1922-23. Two new courses were offered, namely, Railway Station Agents' course and a course in Farm Construction for young farmers. There has been a slight falling off in the numbers taking correspondence courses in Mining and Steam Engineering, because of the unsettled conditions in the mining industry. During the year the staff of the institute has made a careful analysis of the jobs which the students are required to perform during their instructional courses. This work has been helpful in systematically organizing the teaching service. The prospects for the coming year are very good.

Lethbridge has continued to maintain a strong commercial department and has also conducted successful and much appreciated night classes. These classes have been of great service.

Medicine Hat organized a vigorous night class in commercial subjects and in millinery for women. This is a revival of a service that has been in suspension for several years.

Calgary and Edmonton conducted their usual programme of night instruction. In the former place the city school board programme was largely academic, the practical industrial subjects being given in the Technical Institute. In Edmonton the evening class had much more of an industrial bent. Successful evening classes were conducted in Blairmore, Nordegg, Canmore, Drumheller, and Edson, which is an increase in the number of centres.

At Blairmore there was an interesting development. The coal mines in the Crow's Nest pass have been largely electrified by means of water-power, which has resulted in a minimum use of steam. Steam operators were anxious to learn enough electricity to qualify themselves to operate the new equipment. An evening class was organized to meet this need, with splendid results.

Drumheller was unfortunate enough to lose their school building through fire. A strong urge was placed upon the school board to make provision for technical education in the reconstructed building. This the board would have done gladly if they could have had financial assistance available for their building programme. This is interesting in showing the growing appreciation of technical education.

A significant event of the year was the conference of representatives from each of the four western provinces, held in Calgary during Easter week. The object of the meeting was to discuss ways and means of co-operating in economically organizing and conducting correspondence courses and evening class instruction. While certain definite plans of study were agreed upon, further than this there has been no action to date.

No changes have been made during the year in the legislation governing technical education in Alberta. No great new development is immediately in sight, but an optimistic spirit is developing again and with it a genuine and wholesome appreciation of technical education is growing.

ALBERTA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN
EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1924, TO
JUNE 30, 1925

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Calgary S.D. No. 19:										
Central H.S.....	7	6	175	9,109	82	93	175	7	0	7
Commercial H. S..	3	6	266	11,084	103	163	266	5	1	6
McDougall Public School.....	7	8	259	8,838	60	199	259	4	4	8
Edmonton S.D. No. 7	29	84	1,827	30,418	419	701	1,120	17	11	28
Lethbridge S.D. No. 51.....	5	6	192	50,638	50	94	144	2	4	6
Medicine Hat S.D. No. 76.....	2	4	101	7,932	13	88	101	1	2	3
Drumheller S.D. No. 2472.....	4	4	63	2,496	52	11	63	3	1	4
Canmore S.D. No. 168.....	2	2	29	1,124	16	13	29	1	1	2
Nordegg S.D. No. 3211.....	1	1	30	1,040	30	.....	30	1	.....	1
Edson S.D. No. 2298	1	1	24	904	12	12	24	1	1	2
Blairmore S.D. No. 628.....	1	1	21	954	21	.....	21	1	.....	1
Provincial Institute of Technology and Art, Calgary.....	7	7	198	6,692	198	.....	198	7	.....	7
Totals.....		130	3,185	131,229	1,056	1,374	2,430	50	25	75

BRITISH COLUMBIA

REPORT OF THE PROVINCIAL ORGANIZER OF TECHNICAL EDUCATION

John Kyle

Technical courses in high schools are organized in the cities of New Westminster, Vancouver, Victoria, and Trail. In the T. J. Trapp Technical School, New Westminster, may be found the four divisions, academic, home economics, technical and commercial, which go to form what is known in Ontario as a composite high school. The three-year technical courses of study in these schools embrace the following subjects:—

Technical Course for Boys.—English, citizenship and economics, history, French or Latin, mathematics, applied mechanics, physics, chemistry, drawing and design, electricity, physical culture, shop work in wood and metal.

Household Science Course for Girls.—English, citizenship and economics, history, French or Latin, mathematics, chemistry, physics, physiology, dietetics and cookery, needlework (dressmaking and millinery), drawing and design, household art, vocal music, physical culture.

Commercial Course.—(a) Secretarial, (b) accounting—English, business correspondence and filing, arithmetic, book-keeping and accounting, commercial geography, shorthand, typewriting, commercial law.

At the conclusion of these courses examinations are held for the technical leaving certificate, junior matriculation certificate and commercial certificate, all of which are issued by the Department of Education.

The following table gives the number of students attending the technical, household science, and commercial courses:—

	Technical	Household Science	Commer- cial
New Westminster.....	104	42	55
Trail.....	35		
Vancouver.....	554	99	482
Victoria.....	97		208
Burnaby.....			52
Kamloops.....			27
North Vancouver.....			82
Point Grey.....			75
Prince George.....			17
Prince Rupert.....			18
Revelstoke.....			22
South Vancouver.....			102
Surrey.....			20
West Vancouver.....			19
	790	141	1,179

Total.....2,110 students

Representations have been made to make the technical leaving certificate stand in lieu of the junior matriculation. This seems to be a reasonable request in order to admit students to the applied science course at the university. The subjects of English, mathematics, and chemistry of the technical leaving examination are already accepted for junior matriculation. Trigonometry, drawing and design, practical woodwork, metal work, and machine shop bench work of the technical course are not required for matriculation, but the boy who aspires to university must add history and a foreign language.

If a special examination in industrial history and economics could be provided, instead of the history taught in the academic course, this would meet the needs of the technical boys. To equalize the expense of this step, let the present three technical papers, electricity, mechanics, and physics, be supplanted by the ordinary matriculation physics paper, which now includes mechanics. In regard to the foreign language, it could be commenced in the first year university and treated as a supplemental.

While there is no doubt in my mind that this link with the university should be forged, yet the main objective of a technical course should be direct entrance to industrial work. The great field for technical education is among the 80 per cent who do not enter high school and the additional number who leave the high school during the first year, and we should direct the thoughts of those to industrial training.

Present Matriculation	Present Technical Leaving Certificate	Proposed Technical Matriculation
1. English.....	1. English.....	1. English.
2. History and historical geography..	2. Citizenship and economics...	2. Industrial history and geog- raphy.
3. Mathematics (algebra and geom- etry).	3. Mathematics (algebra, geo- metry, trigonometry).	3. Mathematics (algebra, geo- metry, trigonometry).
4. French or German or Latin.....	4. Applied mechanics.....	4. French, to be taken as sup- plemental in university.
5. Two languages in 4 not already taken or one of the languages in 4 not already taken and one of the following:—Chemistry, physics, botany, agriculture;	5. Physics.....	5. Physics (electricity, applied mechanics).
or	6. Electricity.....	6. Chemistry.
Two of the following sciences:—Chem- istry, physics, botany, agriculture.	7. Chemistry.....	7. Drawing and design.
	8. Drawing and design.....	
	<i>Additional subjects:—</i> Woodwork, sheet-metal work, machine shop work.	<i>Additional subjects:—</i> Woodwork, sheet-metal work, machine shop work.

TECHNICAL COURSES

The high school technical courses are still gaining steady favour in the cities where such are in operation.

When the school boards of Burnaby, Point Grey, and North Vancouver make up their minds to enrich their courses of study by embracing technical work, a regular and fully equipped technical school can be successfully established in Vancouver. Such a school is highly desirable, for, as Dr. A. N. MacCallum, Chairman of the Research Committee of Canada, states, "What we need is a highly skilled population having every scientific means of adding value to the raw material." It is at technical schools where skill in creative work is fostered. It is there that the people are trained to establish high standards of taste and skill in production. The technical school is the basis of industrial prosperity and the time is ripe for its erection. Already the question of apprenticeship is taking form with various trade organizations, already schemes have been formulated whereby boys will be trained systematically in the building trades, and included in the indenture drawn up by business men and employers of labour is a proposal that "the apprentice be paid full time throughout apprenticeship and allowed off duty at least one day per week during the winter months to attend a technical or vocational school." Thus we see the arrival of the method already adopted in Ontario, in the United States of America, in Great Britain, and in Germany. Here educational authorities may obtain a glimpse of how they can best serve the people who are entering industrial life and who are going to be the producers of wealth. No better paying investment could be made to-day in Vancouver than equipping a school where all the necessary knowledge could be obtained and skill developed in order that productive trades might be successfully conducted. When the large technical school was built in Toronto a few years ago, opponents said it would be a "white elephant." Since its erection, however, it has become necessary to build two more technical schools, so great has been the call from the inhabitants of the city.

Aid in planning a technical school should be sought from an advisory committee. A well-selected body of business men would be in a position to lend valuable assistance and guidance to the school trustees in making expenditures on mechanical equipment. The advisory board of New Westminster have been assiduous in their endeavours to assist the school trustees in their manifold duties. In Vancouver the selection of men has not been so happy, and, with two or three notable exceptions, their attendance at meetings has been disappointing.

Extension of facilities in the Vancouver Technical School for studying motor mechanics is urgently needed. The gasoline engine plays such an important part in modern life that an opportunity for a thorough understanding of its mechanism forms a tremendously valuable part of a man's stock of knowledge.

The introduction of a three-year technical course in South Vancouver high school failed to materialize owing in a great measure to the fact that South Vancouver and Vancouver were likely to join forces. It is hard to understand what difference such an amalgamation would make in the situation, for, even if the populations combined, the best thing that could be done for South Vancouver would be to organize a high school with four departments: academic, technical, commercial, and home economics. This kind of school is certainly the most suitable type for a democratic community and one which would lend itself admirably to the introduction of the junior high school system.

The city of Victoria might also with great advantage seriously consider such a change in her high school. In Vancouver city a school of applied arts and design has been formed with a view to raising the standard of taste among producers and of training designers for industries. Industrial countries are fully

alive to the importance of such training, for a school of design always accompanies a technical school. The combination of satisfactory design with good technique produces a work of art, i.e., "the well-doing of what needs doing"; in other words, art is thoughtful workmanship, and the success of the Vancouver school is assured.

A students' follow-up system should be started without delay. Something must be done, not only to guide the boy into his proper vocation, but to keep track of him and mark the practical value of his training on his progress. By means of a follow-up system we could check up the school work and keep adjusting it to meet the real needs of the people. Record cards have already been printed for a systematic check-up and we shall soon be endeavouring to glean information which must prove exceedingly interesting and helpful and will do much to prevent undue attention being paid to secondary issues.

HIGH SCHOOL COURSE IN HOME ECONOMICS

As will be seen from the table, only two high schools in the province provide a three-years' course in the above subjects. These two schools are the T. J. Trapp technical school, New Westminster, with forty-two students attending, and the King Edward high school, Vancouver, with ninety-nine students on the roll. Members of these classes may graduate to the Normal School, but their standing is not yet recognized by the University of British Columbia, as the subjects of their final examinations are not accepted as equivalent to the junior matriculation examination. It would seem, however, that, by a very slight adjustment, a reasonable educational basis could be arrived at by which the students of the home economics course would not be handicapped for matriculation to university, and yet preserve the present standard of their practical work. The following subjects are placed side by side for comparison, and it will be noted that the changes necessary are in the examinations in mathematics and chemistry.

Present Matriculation subjects	Proposed Home Economics Matriculation
<ol style="list-style-type: none"> 1. English..... 2. History and historical geography..... 3. Mathematics (algebra and geometry)..... 4. French or German or Latin..... 5. Two languages in 4 not already taken or One of the languages in 4 not already taken and one of the following sciences:—Chemistry, physics, botany, agriculture; or Two of the following sciences:—Chemistry, physics, botany, agriculture. 	<ol style="list-style-type: none"> 1. English. 2. History and historical geography. 3. Mathematics (arithmetic and algebra) special paper leaving out geometry. 4. French or Latin. 5. Chemistry (insertion of questions relating to home economics on the usual matriculation paper). 6. Physics. <p style="text-align: center;"><i>Additional compulsory subjects:—</i> Cooking, dressmaking and millinery, physiology, hygiene and home nursing, drawing, design, music (choral), physical culture.</p>

Dressmaking and millinery in the home economics course should be taught with a view to vocational efficiency. In the usual high school domestic science course, the sewing, dressmaking, and millinery should be taught from quite another angle. The teachers in the home economics course should boldly attack their work with workshop methods and practice always in mind. Draughting patterns for clothing, designing costumes, studying colour schemes and harmonies, etc., are all included in the three-years' course. These practical problems, together with a scientific study of chemistry, physiology and physics, make this high school course of great importance.

COMMERCIAL COURSES

The above courses are attended by 1,179 students, and this number will continue to grow because the merchandising and trading firms are still on the upward grade. The rearrangement of the three-years' course is proving a great success and there is no more thorough office training to be obtained anywhere. It has been suggested that school trustees should put on a short intensive course, such as people demand and receive at commercial schools conducted by private enterprise. Intensive work is commendable, not only in commercial subjects but in all subjects. The most evident thing in school life is the fact of pupils being permitted thirty minutes to do a fifteen minutes job. In all technical training, be it commercial, home economics or industrial lines, the time element should be seriously reckoned with.

The commercial courses are straight vocational. Unlike those who attend the technical and home economics classes, the students do not clamour for an examination to admit them to university. The commercial students find a direct avenue to office work and in their real working environment they seem to acquit themselves credibly. At open tests in typewriting and stenography held in the province the students from the high schools can hold their own with other competitors and each year they carry a good share of trophies to their schools.

JUNIOR HIGH SCHOOL

Vancouver

While the name of this school is a misnomer, yet it is one in which excellent work is being accomplished. The greater proportion of the students pass out into industrial life, while a few pass into various high schools. Pupils undoubtedly find themselves and discover their capabilities in this school. They obtain an insight into active life outside the school by visits to factories and workshops, and by listening to regular talks from successful business men and women. By being occupied during 50 per cent of their time with handwork of the most up-to-date character, they are prepared for industrial life.

There is no more commendable educational work being done in the province to-day than that in the junior high school, and the staff is well chosen. The work done by the girls in home economics has a true ring to it, and in child welfare studies the children in the orphanage are visited and all necessary work of the day undertaken. Such practical exercises as are found in the junior high school reach a high water mark in education for girls. "We need to invigorate and reinvigorate education," says H. G. Wells, "We need to create a sustained counter effort to the perpetual tendency of all educational organizations towards classicalism, secondary issues, and the evasion of life."

TEACHER TRAINING

Teacher training for technical school work is proceeding satisfactorily, and the members of the class, twenty-five in number, are composed entirely of practical craftsmen, who either are engaged at present as manual instructors or have passed through the manual training instructor's class and thus have caught the educational viewpoint.

The success of technical education will depend upon the attitude, training, skill, and educational background which the instructors possess. So far the teachers in the province are far above the average, and the opportunity to attend such classes as have been organized will tend to keep up the standard. The teachers find a way of advancement through these classes; they return year after year to continue their studies. They have a vision of ever-increasing technical

work being undertaken by provincial educational bodies and they are determined to be prepared for the work of instruction. In having men of this attitude, we are singularly fortunate, for it gives one confidence in dealing with school boards who wish to participate in the advance which is being made along the lines of technical education.

Technical teachers' certificates are of two kinds, interim and permanent. After two years' successful teaching experience, the interim certificate may be made permanent. The course of study is not so general, but more specific than that for the manual training teachers' high school certificate. Part I consists of a study of trade analysis and a study of teaching methods and principles, during which they chart out a course of work. Part II consists of practice teaching.

Notice has come from the Hamilton Technical School that the Ontario Training College for Technical Teachers has been opened and the syllabus shows that an excellent system of training is now being undertaken. It is improbable, however, that successful craftsmen teachers will be attracted to the east, as the salaries are not sufficiently high to warrant a man in stopping his wage-earning occupation to run into great expense in order to attend college.

The training of first class certificated teachers as commercial teachers is also undertaken by class work and by correspondence. Twenty-two students are enrolled in shorthand, typewriting, book-keeping and teaching methods. The work is conducted at summer school classes and by correspondence lessons as a means of continuing the studies and linking up the summer school. The growth of commercial work in high schools and the difficulty of obtaining efficient practical teachers, led to the idea of training instructors. The step has been pronounced an unqualified success and the men in charge deserve great praise for the faithful way they have held to their purpose. This opportunity for training should be continued as the success of high school commercial courses depends entirely upon it.

Commercial certificates are of two kinds: Interim and permanent. After two years' successful teaching experience the interim certificate may be made permanent.

The sum spent on teacher training, both technical and commercial, for the year October 1, 1924, to September 30, 1925, amounted to \$8,906.62.

NIGHT SCHOOLS OR EVENING VOCATIONAL SCHOOLS

Night schools were conducted in thirty-five cities and municipalities in the province, with an attendance of 7,386 pupils. These, however, were not individual students and next year it would be advisable to compile a master register in city centres in order to know the registration of individuals and the proportion of males and females, as this information is required by the Dominion Government.

The following subjects are included in the night school courses: English, English for foreigners, subjects for Civil Service examinations, subjects for pharmaceutical examinations, subjects for junior matriculation, citizenship and economics, mathematics, mechanics, physics, machine construction and drawing, patternmaking, forging, machinists' work, steam engineering, automotive ignition system, magnetism and electricity, electrical engineering, chemistry, metallurgy, coal-mining, building construction, carpentry and joinery, architectural design, estimating, navigation, forestry, papermaking, printing, commercial English, typewriting, stenography, accounting (elementary and advanced); commercial languages, i.e., Spanish, Russian, Japanese, Chinese, French; salesmanship, drawing and design, modelling, metal repousse, wood-carving, embroidery, pottery, china painting, show-card writing, dressmaking, millinery, costume-designing, laundering, bread-baking, canning, cookery, music (instrumental and choral), elocution and public speaking.

The first essential in a night school is an instructor who is master of his work and consequently has public confidence. The next important feature is

for such a man to chart out his lessons for the whole course. This rule is invariably adopted in classes characterized by a high average attendance. After the season's course is planned, each individual lesson should be carefully prepared and such a procedure is soon reflected on the class.

School boards might well study the business methods of private firms who run night schools. They must remember that the public need is to be informed and therefore advertising is imperative to a successful enrolment. Each boy and girl in the day schools is a medium for such publicity, each goes to a home and might well carry at least a handbill or programme of studies. Each school teacher is a point of contact with the general public. The newspapers and churches rarely object to a public appeal. No activity in the community deserves more support, for habitual attendance at night schools has a tremendous effect on character. Gathering knowledge is a habit and the night school habit is contracted much like the poolroom habit or the habit of playing poker.

Women's Institutes are more than usually interested in night schools, but they cannot receive grants direct. Ten institutes under the auspices of the school boards held classes and 330 students were enrolled. In rural districts it is often necessary to hold the classes during the afternoon, and in such cases the meeting is counted as a night class. Unsolicited testimonials to the beneficial effect on efficiency and the spread of knowledge have come from many quarters. The people who have gone to live in outlying rural districts deserve every encouragement to gather together for mutual help and improvement, and it is to the credit of the Department of Education that they stepped into the breach when the Department of Agriculture abandoned their educational work amongst women.

CORRESPONDENCE CLASSES

Not only is educational work carried on among adults, but in the most inaccessible parts of the province, where as yet no school exists, the helping hand goes out to the children. The home of the pioneer is invaded with school work and the children conduct their lessons by mail. We have examples of pupils who, though they have never been to school, have passed the entrance to high school examinations successfully.

From the same office are sent out the lessons to those engaged in coal-mining operations. The way is prepared clear and straight for an ambitious boy working in a coal district to step gradually upward to the highest rung of the ladder. Such a youth can start by correspondence at fifteen years of age and work to the age of twenty-three on the fundamental mining subjects. Six separate sections of study, at \$5 per section, will give him ample preparation by the time he is of age to try the shot-lighters' examination. With a continuance of his study, his papers as overman will not be difficult to obtain, and, following these two, the aspiring coal-miner may go to any height he desires.

Under the democratic arrangement whereby persons employed in some occupation during the daytime may try the university matriculation examination in four parts, it may easily be seen that an ambitious and intelligent young man may even emancipate himself entirely from his environment in order that he may specialize in the directions which call into activity the gifts with which nature has endowed him.

It is surprising that there are not more night school tutorial classes at which correspondence students could study and receive individual help. The combination of the two would give students a remarkable opportunity for advancement.

EXPENDITURE

The total amount of expenditure from October 1, 1924, to September 30, 1925, on the subjects previously referred to, but exclusive of manual training,

domestic science, and correspondence work with elementary school children, amounted to \$108,249.25, and of that sum the Dominion Government paid \$54,124.62.

Excerpts from the latest report from the Dominion Director of Technical Education show that the province of British Columbia takes fourth place for the total amount of expenditure on technical education; third place for the number of students attending night school; fourth for the number taking correspondence classes, and second for the number of students undertaking training as technical teachers. Considering that the cost of administration is also shown to be one of the lowest in the Dominion, it would seem to prove that the situation is one which might be considered satisfactory.

BRITISH COLUMBIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1924, TO JUNE 30, 1925

Municipality or School	Total number of subjects	Total number of classes	Total enrolment all classes	Total student hours (by clock)	Number of individuals enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Burnaby.....	12	23	264	.....	.....	.....	264	8	7	15
Britannia Mine.....	1	1	14	504	.....	.....	14	1	.....	1
Cassidy.....	3	3	46	3,020	.....	.....	46	3	.....	3
Chilliwack City.....	9	9	101	2,917	.....	.....	101	5	2	7
Chilliwack Mun.....	1	1	9	335	.....	.....	9	.....	1	1
Colwood.....	1	1	24	480	.....	.....	24	.....	1	1
Esquimalt.....	2	3	36	308	.....	.....	36	.....	3	3
Fernie.....	1	2	39	2,340	.....	.....	39	.....	1	1
Granby Bay.....	6	9	130	8,028	.....	.....	130	5	1	6
Kamloops.....	5	6	121	3,168	.....	.....	121	3	3	6
Keremeos.....	2	2	30	1,500	.....	.....	30	.....	2	2
Kelowna.....	2	3	24	2,960	.....	.....	24	1	1	2
Kimberley.....	3	3	94	3,917	.....	.....	94	3	.....	3
Langley.....	1	1	21	840	.....	.....	21	.....	1	1
Maple Ridge.....	6	6	90	7,200	.....	.....	90	5	1	6
Metchosin.....	1	1	15	600	.....	.....	15	.....	1	1
Michel and New Michel.....	1	1	11	880	.....	.....	11	1	.....	1
Malakwa.....	1	1	15	944	.....	.....	15	.....	1	1
Nanaimo.....	6	6	101	4,404	.....	.....	101	5	1	6
New Westminster.....	18	20	339	27,120	.....	.....	339	12	6	18
Nelson.....	2	2	37	3,300	.....	.....	37	1	.....	1
Ocean Falls.....	3	3	34	2,710	.....	.....	34	3	.....	3
Penticton.....	10	13	178	14,140	.....	.....	178	5	5	10
Pitt Meadows.....	1	1	23	1,740	.....	.....	23	1	.....	1
Port Coquitlam.....	2	2	34	2,620	.....	.....	34	1	.....	1
Powell River.....	2	2	51	2,220	.....	.....	51	1	.....	1
Saanich.....	5	5	109	4,360	.....	.....	109	.....	5	5
Summerland.....	5	6	67	3,360	.....	.....	67	4	1	5
Surrey.....	2	2	19	1,520	.....	.....	19	2	.....	2
Sidney.....	2	2	23	1,740	.....	.....	23	.....	2	2
Trail.....	4	4	85	5,315	.....	.....	85	4	.....	4
Vancouver South.....	12	40	716	44,854	.....	.....	716	8	19	27
Vanderhoof.....	2	2	29	1,160	.....	.....	29	1	1	2
Victoria.....	20	25	859	57,260	.....	.....	859	14	8	22
Vancouver.....	37	71	3,598	206,744	.....	.....	3,598	35	14	49
Totals.....	.....	282	7,386	425,468	.....	.....	7,386	132	89	221

IX. GOVERNMENT ANNUITIES ACT

During the early years of the 20th century, there took place throughout the civilized world a distinct movement in favour of ameliorating the living conditions of the less well-off members of society. One form which this movement took in the United Kingdom was that of old age pensions granted by the State as a free gift to its poorer citizens, whose earnings were very generally insufficient to permit of a margin of saving. In Canada, where wages were higher and a margin of saving consequently existed, the movement took the form of providing, through the establishment of Government annuities, an absolutely safe investment for such savings, which had only too often been lost through the inexperience of their owners, leaving the latter a burden upon the charity of relatives or of the public.

Under the Government Annuities Act, 1908 (7-8 Edw. VII, c. 5), as amended by the Acts of 1920 and 1925, His Majesty the King, represented by the minister (at present the Minister of Labour), may sell to persons over the age of five years, domiciled or resident in Canada, immediate or deferred annuities of not less than \$10 nor more than \$5,000 (1) for the life of the annuitant; (2) for a term of years certain, not exceeding twenty years, or for the life of the annuitant, whichever period shall be the longer; and (3) an immediate or deferred annuity to any two persons domiciled in Canada during their joint lives, and with or without continuation to the survivor. The property and interest of any annuitant in any contract for an annuity is neither transferable nor attachable. The purchaser may contract that, in the event of the death of the annuitant before the date fixed for the annuity to begin, all money paid shall be refunded to the purchaser or his legal representatives with interest at the rate of 4 per cent compounded yearly.

During the session of 1924-25 an amendment was made to the Act reducing the minimum annuity purchasable from \$50 to \$10. It was believed that such a reduction would be an additional encouragement to employers to assist their employees in making provision for old age by the purchase of Cumulative Single Premium Annuities, each transaction being complete in itself, and that it would induce individuals to purchase who did not favour the plan of annual payments. As an illustration of the working of this plan it may be said that a man of 20 in order to secure an annuity of \$10 to begin at 65 would pay \$7.89 on Plan B, or \$15.10 on Plan A. Under the latter plan if the annuitant should die before 65 the payments made plus 4 per cent compound interest up to the date of his death would be returned to his heirs. At age 21 the rate would be on Plan B, \$8.25, and on Plan A, \$15.70. At age 22, \$8.63 on Plan B, and \$16.33 on Plan A, the premium increasing with each attained birthday. He could purchase as many of these annuities at each age as he might wish, and as he saw his annuity grow a strong incentive would be created to continue the purchase and add to his holdings. The annuity may start at any age—if earlier than 65 the cost will be more; if later, it will be less. The plan presents the advantage of enabling a person with the ready cash to purchase at any time, in amounts of \$10 or more, the accumulation of such purchases providing a specific income for life to begin at the age fixed upon.

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1925, the total number of annuity contracts issued was 6,542. Of the purchasers of these contracts 680 have been cancelled, leaving in force on March 31, 1925, 5,862 contracts. The total amount of purchase money received during the same period was \$9,754,299.42. The following statement gives the details:—

Sept. 1, 1908, to Mar. 31, 1909,	66 contracts.....	\$	50,391 31
Mar. 31, 1909, " 31, 1910,	566 "		434,490 89
" 31, 1910, " 31, 1911,	1,069 "		393,441 40
" 31, 1911, " 31, 1912,	1,032 "		441,600 60
" 31, 1912, " 31, 1913,	373 "		417,135 50
" 31, 1913, " 31, 1914,	318 "		390,886 72
" 31, 1914, " 31, 1915,	264 "		314,765 29
" 31, 1915, " 31, 1916,	325 "		441,696 09
" 31, 1916, " 31, 1917,	285 "		432,272 40
" 31, 1917, " 31, 1918,	187 "		332,792 01
" 31, 1918, " 31, 1919,	147 "		322,154 23
" 31, 1919, " 31, 1920,	204 "		408,718 78
" 31, 1920, " 31, 1921,	195 "		531,800 45
" 31, 1921, " 31, 1922,	277 "		748,159 73
" 31, 1922, " 31, 1923,	339 "		1,028,353 07
" 31, 1923, " 31, 1924,	409 "		1,458,975 92
" 31, 1924, " 31, 1925,	486 "		1,606,665 03
Total.....	6,542 "	\$	9,754,299 42

During the fiscal year ending March 31, 1925, 225 immediate annuities and 261 deferred annuities, a total of 486, were purchased, amounting in the aggregate to \$191,673.45, an average of about \$394 per annuitant.

The amount of purchase money received during the same period was \$1,606,665.03.

The number of annuities in force on March 31, 1925, were as follows: Immediate, 1,858; deferred, 4,004, or a total of 5,862, and the amount of such annuities was \$1,725,142.30. The amount received on account of the purchase of annuities from September 1, 1908, to March 31, 1925, exclusive of amounts returned to purchasers, was \$9,754,299.42.

GOVERNMENT ANNUITIES FUND STATEMENT, MARCH 31, 1925

ASSETS

Fund on March 31, 1924.....	\$ 7,162,971 64
Receipts 1924-25, less payments.....	1,305,526 67
Fund on March 31, 1925.....	\$ 8,468,498 31

LIABILITIES

Net present value of all outstanding contracts.....	\$ 8,445,883 51
Assets over liabilities.....	22,614 80
	\$ 8,468,498 31

RECEIPTS

For immediate annuities.....	\$ 1,263,194 96
For deferred annuities.....	343,627 07
Interest on fund at 4 per cent.....	300,501 58
Amount transferred by Government to maintain reserve....	
	\$ 1,907,323 61

PAYMENTS

Annuities paid under immediate contracts.....	\$ 591,826 67
Return of premiums with interest.....	8,802 72
Return of premiums without interest.....	1,167 55
Balance, March 31, 1925.....	1,305,526 67
	\$ 1,907,323 61

VALUATION ON MARCH 31, 1925, OF ANNUITY CONTRACTS ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT

	Number	Amount of Annuities	Total value on Mar. 31, 1925 of annuities purchased
1. Immediate annuities.....	1,198	472,278 44	3,828,313 00
2. Immediate, guaranteed.....	470	107,351 85	995,928 00
3. Immediate, last survivor.....	190	89,428 46	897,781 00
4. Deferred "A".....	1,181	275,623 97	759,123 49
5. Deferred "A", guaranteed.....	2,158	538,667 38	1,134,934 47
6. Deferred "A", last survivor.....	82	37,046 53	167,168 25
7. Deferred "B", last survivor.....	45	21,858 08	64,013 92
8. Deferred "B".....	538	182,887 59	598,621 38
Totals.....	5,862	1,725,142 30	8,445,883 51

X. LEAGUE OF NATIONS, INTERNATIONAL LABOUR ORGANIZATION

In previous annual reports of the Department of Labour a chapter has been devoted to the International Labour Organization of the League of Nations which was established in 1919 under the authority of the Treaties of Peace. The objects for which the International Labour Organization was formed are set out in Part XIII of the Treaties of Peace and are, briefly, to promote the improvement of industrial conditions by legislative action and international agreement.

The Organization comprises the International Labour Office in Geneva, Switzerland, and the International Labour Conference, which meets annually and which is composed of four representatives of each member state, two of whom are Government delegates and two representing employers and employed respectively. Fifty-seven countries are members of the International Labour Organization, including all of the important industrial countries of the world, excepting the United States.

The International Labour Office is under the control of a Governing Body consisting of twenty-four persons appointed by the International Labour Conference, twelve representing Governments, six representing employers and six representing workers. In addition to its control of the Labour Office, the Governing Body is charged with the preparation of the agenda of the annual conference.

The conclusions of the International Labour Conference from year to year may be cast in the form of draft conventions or of recommendations to the national Governments, a two-thirds majority being required in the conference for the adoption of either a draft convention or a recommendation. Under the Treaties of Peace the member states of the International Labour Conference are bound to bring the draft conventions or recommendations of the International Labour Conference before the authority or authorities within whose competence the matter lies for the enactment of legislation or other action.

The majority of proposals which have been dealt with at the successive sessions of the International Labour Conference since its inception in 1919, have been adjudged by the law officers of the Crown to fall within provincial jurisdiction in Canada and have accordingly been brought to the attention of the respective provincial governments. The draft conventions and recommendations have also been brought to the attention of the Federal Parliament.

The Department of Labour is entrusted with the duties arising out of the relations of Canada with the International Labour Organization. These have entailed much correspondence, not only with the International Labour Office, but also with other departments of the Dominion Government, with the provinces and with employers' and workers' organizations. Replies have also been prepared in the Department of Labour to various questionnaires which were circulated on behalf of the International Labour Office. The performance of these duties has necessarily entailed a close study on the part of officers of the department of the various technical questions which have figured on the various conference agenda and meetings of the Governing Body and of questionnaires received from the International Labour Office.

A bulletin entitled "Canada and the International Labour Conference" was issued by the Department of Labour in February, 1922, for the purpose of furnishing information in reference to the International Labour Organization and the subjects which have received attention at the hands of this body.

In the month of December, 1924, in order to secure closer touch with the work of the League of Nations and of the International Labour Organization,

the appointment was made by the Government of Canada of an Advisory Officer resident in Geneva. It was felt that this appointment would ensure greater permanency and continuity of representation at the meetings of the Governing Body of the International Labour Office and that such an officer, acting as a substitute for and under the direction of the Minister of Labour, would improve the present plan of Canada's representation. Dr. W. A. Riddell, former Deputy Minister of Labour of Ontario, who had held an important position on the staff of the International Labour Office since 1920, was entrusted with the duties of Dominion of Canada Advisory Officer, League of Nations, in Geneva.

AMENDMENTS TO THE CANADA SHIPPING ACT

An Act to amend the Canada Shipping Act in order to give effect in Canada to the proposals contained in four draft conventions of the International Labour Conference relative to the employment conditions of seamen was passed at the 1924 session of the Dominion Parliament. This legislation was introduced by the Minister of Labour and will take effect on a date to be fixed by proclamation of the Governor in Council. Following are the provisions of this measure:—

(1) *Minimum Age for the Admission of Children to Employment at Sea.*—The employment of children under the age of fourteen years on vessels engaged in maritime navigation is prohibited.

(2) *Unemployment Indemnity in case of Loss or Foundering of the Ship.*—It is provided that in the case of loss or foundering of vessels engaged in maritime navigation, seamen employed thereon shall continue to receive payment from their employers of their regular rate of wages during any period of unemployment which may result therefrom not exceeding two months.

(3) *Minimum Age for Admission of Young Persons to Employment as Trimmers or Stokers.*—The employment of young persons under the age of eighteen as trimmers or stokers on vessels engaged in maritime navigation is prohibited.

(4) *Compulsory Medical Examination of Children and Young Persons Employed at Sea.*—It is required that the employment of any child or young person under eighteen years of age on vessels engaged in maritime navigation, other than vessels upon which only members of the same family are employed, shall be conditional upon the production of a medical certificate attesting fitness for such work signed by a doctor who should be approved by the competent authority; it is further provided that the continued employment at sea of such persons shall be subject to repetition of medical examination at intervals of not more than one year.

CANADA AND THE EIGHT-HOUR DAY

On motion of the Minister of Labour, the draft convention which was adopted at the first session of the International Labour Conference in 1919 limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week was referred in May, 1924, to the Select Standing Committee of the House of Commons on Industrial and International Relations for examination and report with reference to the jurisdiction of the Dominion Parliament and provincial legislatures on the subject matters in question. The report of this committee recommended a reference of the subject to the Supreme Court of Canada for an advisory judgment. This recommendation was adopted by the House of Commons and the reference was made to the Supreme Court accordingly. The judgment of the Supreme Court of Canada was announced on June 11, 1925, and was in effect a confirmation of the view which had previously been expressed by the law officers of the Crown and embodied in an Order in Council of the Dominion Government in November, 1920. The court found that the subject matter of the draft convention is generally within the competence of the provincial legislatures, but that the authority

vested in the latter does not enable them to give the force of law to provisions which would apply to servants of the Dominion Government or to legislate for those parts of Canada which are not within the boundaries of a province.

PROVINCIAL LEGISLATIVE ACTION

The Provincial Legislature of British Columbia enacted during the session of 1923 a measure, effective January 1, 1925, providing for the application of the eight-hour day in industrial undertakings and authorizing the establishment of a board of adjustment to administer the Act and to grant exceptions therefrom.

The Legislature of Nova Scotia on April 30, 1924, adopted a resolution approving the principle of the Washington draft conventions concerning the minimum age of admission of children to industrial employment and the night work of women, and the Geneva (1921) draft conventions concerning the minimum age of admission of children to agricultural employment and the right of association and combination for agricultural workers.

The Legislature of Saskatchewan, on March 19, 1924, adopted a resolution approving the principle of the same draft conventions as those approved by the Nova Scotia Legislature above mentioned.

INTERNATIONAL LABOUR CONFERENCE, 1925

The seventh session of the International Labour Conference was held in Geneva, Switzerland, from May 19 to June 10, 1925. Forty-six countries were represented by delegations comprising over three hundred delegates and technical advisers. This was the fullest representation of any of the annual conferences yet held. A list of the countries represented follows:—

South Africa,	Spain,	Norway,
Germany,	Esthonia,	Paraguay,
Argentine Republic,	Finland,	Netherlands,
Australia,	France,	Peru,
Austria,	Greece,	Poland,
Belgium,	Haiti,	Portugal,
Bolivia,	Honduras,	Roumania,
Brazil,	Hungary,	Kingdom of the Serbs,
British Empire,	India,	Croats and Slovenes,
Bulgaria,	Irish Free State,	Siam,
Canada,	Italy,	Sweden,
Chile,	Japan,	Switzerland,
China,	Latvia,	Czechoslovakia,
Colombia,	Lithuania,	Uruguay,
Cuba,	Luxemburg,	Venezuela.
Denmark,	Nicaragua,	

The Canadian delegation in attendance at the Conference was as follows:—

Delegates representing the Government of Canada.—Mr. H. H. Ward, of Ottawa, Deputy Minister of Labour for Canada; Dr. W. A. Riddell, of Geneva, Switzerland, Dominion of Canada Advisory Officer, League of Nations.

Technical advisers to the Government delegates.—Honourable Dr. Forbes Godfrey, of Toronto, Ont., Minister of Health and Labour of the Province of Ontario; Honourable Laureat Lapierre, of Quebec, Member of the Executive Council of Quebec; M. Pierre Beaulé, of Quebec, P.Q., President of the Confederation of Catholic Workers of Canada.

Delegate representing the employers of Canada.—Mr. John Lowe, Jr., of Valleyfield, P.Q., General Manager, Montreal Cotton Company, Ltd.

Technical adviser to the employers' delegate.—Mr. Hugh Macdonald, of Toronto, Ont., Legal Secretary, Canadian Manufacturers' Association.

Delegate representing the workpeople of Canada.—Mr. P. M. Draper, of Ottawa, Ont., Secretary-Treasurer, Trades and Labour Congress of Canada.

Technical adviser to the workpeople's delegate.—Mr. Gustave Francq, of Montreal, P.Q., Chairman, Quebec Provincial Executive Committee, Trades and Labour Congress of Canada.

The agenda of the conference included the following subjects:—

I. Workmen's compensation.

II. Equality of treatment for national and foreign workers as regards workmen's compensation for accidents (draft convention and recommendation adopted by a preliminary vote of the conference at its sixth session).

III. Weekly suspension of work for twenty-four hours in glass-manufacturing processes where tank furnaces are used (draft convention adopted by a preliminary vote of the conference at its sixth session).

IV. Night work in bakeries (draft convention adopted by a preliminary vote of the conference at its sixth session).

In addition to the foregoing it was intimated that a general discussion would be held in the conference of problems of social insurance and that the conference would also re-elect a Governing Body of the International Labour Organization to hold office for a period of three years.

LIST OF CONVENTIONS AND RECOMMENDATIONS ADOPTED

Of the five draft conventions which were submitted to the conference, four were adopted on final vote by substantial majorities. This is the first time since 1921 that the list of conventions has been augmented. Four recommendations were also passed. Following is a list of conventions and recommendations which were adopted by the conference:—

Conventions and Recommendation adopted provisionally in 1924 and submitted for final vote:

(1) Equality of Treatment for National and Foreign Workers as regards Workmen's Compensation for Accidents.—Convention adopted by 125 to 0. Recommendation adopted by 128 to 0.

(2) Night work in Bakeries.—Convention adopted by 81 to 26.

Other Conventions and Recommendations:

(3) Workmen's Compensation for Accidents.—Convention adopted, final vote, by 83 to 8. Two Recommendations adopted, final votes, 79 to 24; 85 to 18.

(4) Compensation for Occupational Diseases.—Convention adopted, final vote, 89 to 6. Recommendation adopted, final vote, 98 to 3.

A proposed draft convention providing for weekly suspension of work in glass manufacturing processes where tank furnaces are used was passed provisionally in 1924, but did not receive the required two-thirds majority vote requisite to its final adoption in this year's conference and, therefore, failed of adoption.

In addition resolutions were adopted on compensation for occupational diseases and on general problems of social insurance, as well as on several other questions which did not appear on the formal agenda.

DRAFT CONVENTIONS AND RECOMMENDATIONS ADOPTED AT PREVIOUS SESSIONS OF THE INTERNATIONAL LABOUR CONFERENCE

Following is a list of draft conventions and recommendations which have been adopted at the successive annual sessions of the International Labour Conference, 1919-1924.

The draft conventions and recommendations adopted at the first session (1919) are as follows:—

Draft conventions (1) limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week; (2) concerning unemployment; (3) concerning the employment of women before and after childbirth; (4) concerning employment of women during the night; (5) fixing the minimum age for admission of children to industrial employment; (6) concerning the night work of young persons employed in industry.

Recommendations concerning (1) unemployment; (2) reciprocity of treatment of foreign workers; (3) the prevention of anthrax; (4) the protection of women and children against lead poisoning; (5) the establishment of government health services; (6) the application of the Berne Convention of 1906, on the prohibition of the use of white phosphorus in the manufacture of matches.

The agenda of the second session (1920) related exclusively to matters affecting seamen and the draft conventions and recommendations adopted are as follows:—

Draft conventions (a) fixing the minimum age for admission of children to employment at sea; (b) concerning unemployment indemnity in case of loss or foundering of the ship; (c) for establishing facilities for finding employment for seamen.

Recommendations concerning (a) the limitation of hours of work in the fishing industry; (b) the limitation of hours of work in inland navigation; (c) the establishment of national seamen's codes; (d) unemployment insurance for seamen.

The third session (1921) resulted in the adoption of the following draft conventions and recommendations:—

Draft conventions concerning (1) the age for admission of children to employment in agriculture; (2) the rights of association and combination of agricultural workers; (3) workmen's compensation in agriculture; (4) the use of white lead in painting; (5) the application of the weekly rest in industrial undertakings; (6) fixing the minimum age for the admission of young persons to employment as trimmers and stokers; (7) concerning the compulsory medical examination of children and young persons employed at sea.

Recommendations concerning (a) the prevention of unemployment in agriculture; (b) the protection, before and after childbirth, of women wage-earners in agriculture; (c) night work of women in agriculture; (d) night work of children and young persons in agriculture; (e) the development of technical agricultural education; (f) living-in conditions of agricultural workers; (g) social insurance in agriculture; (h) the application of the weekly rest in commercial establishments.

The fourth session (1922) resulted in the adoption of the following recommendation:—

Recommendation regarding the communication to the International Labour Office of statistical or other information regarding emigration, immigration and the repatriation and transit of emigrants.

The fifth session (1923) resulted in the adoption of the following recommendation:—

Recommendation concerning the general principles for the organization of systems of inspection to secure the enforcement of the laws and regulations for the protection of the workers.

The sixth session (1924) resulted in the adoption of the following recommendation:—

Recommendation concerning the development of facilities for the utilization of workers' spare time.

GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

During the past fiscal year four meetings of the Governing Body of the International Labour Office were held as follows: April 8-10, 1924; June 12-13, 1924; October 9-11, 1924; and January 8-10, 1925. These meetings were held in Geneva, Switzerland. The Governing Body is charged with the general oversight of the International Labour Conference and also prepares the agenda of the annual conference. Hon. James Murdock, Minister of Labour, who is

the Canadian Government representative on the Governing Body, was unable to attend any of the meetings which were held during the past year, but M. Philippe Roy acted as substitute at the meeting in April, Mr. F. A. Acland at the meeting in June, Prof. O. D. Skelton at the meeting in October, and Hon. H. S. Beland at the meeting in January.

The International Labour Conference at its seventh session re-elected the Governing Body of the International Labour Office for a period of three years. The only change made in its composition was the substitution of Argentina and Norway for Chile and Finland as two of the four states, other than the eight states of chief industrial importance, which have seats on the Governing Body. Six representatives each of the employers and of the workers were re-elected, including Mr. Tom Moore, President of the Trades and Labour Congress of Canada. Under the provisions of the Peace Treaty, the eight countries of chief industrial importance in the membership of the International Labour Conference are entitled to seats on the Governing Body, and four other government representatives are chosen from the other member states. Canada was declared by the Council of the League of Nations in 1923 to be one of the states of chief industrial importance, and therefore retains its seat on the Governing Body. The choice of workers' representatives is made from all the countries which are represented in the International Labour Organization.

The Governing Body as composed at present is as follows:—

Government representatives.—Argentina, Belgium, Canada, France, Germany, Great Britain, India, Italy, Japan, Norway, Poland and Spain.

Employers' representatives.—Sir James Lithgow (Great Britain), Mr. Pinot (France), Mr. Olivetti (Italy), Mr. Carlier (Belgium), Mr. Hodacz (Czechoslovakia), and Mr. Gemmill (South Africa).

Workers' representatives.—Mr. Jouhaux (France), Mr. Poulton (Great Britain), Mr. Tom Moore (Canada), Mr. Muller (Germany), Mr. Oudegeest (Netherlands) and Mr. Thorberg (Sweden).

ACTION TAKEN IN VARIOUS COUNTRIES

The following figures summarize the results attained in the execution of the draft conventions adopted by the International Labour Conference up to the end of July, 1925:—

First Conference (Washington, 1919):

Ratifications registered, 66 (Hours Convention, 7, including two conditional; Unemployment, 18; Childbirth, 4; Night work of women, 14; Minimum age in industry, 10; Night work of young persons, 13).

Second Conference (Genoa, 1920):

Ratifications registered, 27 (Minimum age at sea, 11; Unemployment indemnity, 6; Employment for seamen, 10).

Third Conference (Geneva, 1921):

Ratifications registered, 68 (Minimum age in agriculture, 9; Rights of association for agricultural workers, 13; Workmen's compensation in agriculture, 8; White lead, 8; Weekly rest in industry, 10; Minimum age for trimmers and stokers, 10; Medical examination of young seamen, 10).

In addition, about 40 ratifications have been authorized but not yet registered, and over 100 more have been recommended.

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DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

Fiscal Year ending March 31, 1926



OTTAWA
F. A. ACLAND
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1926

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DEPARTMENT OF LABOUR

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Fiscal Year ending March 31, 1926



OTTAWA
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PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1926

*To His Excellency the Right Honourable Viscount Willingdon, G.C.S.I.,
G.C.M.G., G.C.I.E., G.B.E., Governor General and Commander in Chief
of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1926, all of which is respectfully submitted.

PETER HEENAN,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDED MARCH 31, 1926

To the Hon. PETER HEENAN,
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ended March 31, 1926, including statements of proceedings under the following statutes and ordinances administered under the jurisdiction of the Minister of Labour, namely: (1) Fair Wages Resolution of the House of Commons, 1900, (2) Conciliation and Labour Act, 1906, (3) Industrial Disputes Investigation Act, 1907, (4) Government Annuities Act, 1908, (5) Employment Offices Co-ordination Act, 1918, (6) Technical Education Act, 1919, and (7) Combines Investigation Act, 1923.

Information was collected regularly during the year, and statistics were compiled and published, with regard to strikes and lockouts, retail prices and cost of living, wages and hours of labour, fatal industrial accidents, industrial agreements, employment and unemployment, organization of employers and workpeople, and other labour matters.

Much effective work was accomplished, as in former years, by way of conciliation in connection with industrial disputes coming to the department's attention, serious friction between employers and workmen having been removed in many instances through the efforts of its fair wages officers and otherwise. This conciliation work is one of the most important phases of the department's activities, and many industrial conflicts have been averted or terminated as a result of departmental intervention.

While the record as to industrial disputes for the year 1925 is not favourable, one industry alone, that of mining, was responsible for about ninety per cent of the time loss caused by strikes, and this in turn was due principally to a single dispute in the coal fields of Nova Scotia, involving 12,000 coal miners and which lasted for over five months. The annual report for the fiscal year 1924-25 contained a reference to a Board of Conciliation and Investigation established under the Industrial Disputes Investigation Act in January, 1925, to inquire into this dispute. The employees concerned had declined, however, to appear before the board, which, in virtue of the decision of the Judicial Committee of the Privy Council delivered a few days previously declaring the Industrial Disputes Investigation Act as it then stood to be *ultra vires* of the federal power, attempted only a friendly offer of assistance to the disputing parties. The board's efforts by way of mediation had proved to be ineffectual and work ceased on March 6. A settlement was not effected until August 10, 1925, when the men returned to work pending an inquiry by a Royal Commission appointed by the Government of the province of Nova Scotia.

INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The present status of the Industrial Disputes Investigation Act is explained in some detail in the first chapter of this report.

With respect to proceedings under the Act, the year was unusual in that the establishment of a Board of Conciliation and Investigation was unnecessary in the case of each of the applications received, and these were four only in number. Working agreements were reached in three of the disputes as a result of renewed negotiations whilst steps were being taken looking to the establishment of boards. In the fourth case, an inter-union dispute being involved, it was held that there was no ground for procedure under the statute.

It may be stated that, while few applications for the establishment of Boards of Conciliation and Investigation were received during the fiscal year ended March 31, 1926, a marked revival of activity in proceedings under the statute is being witnessed during the early months of the succeeding fiscal year, the machinery of the Act having been already invoked in about a dozen cases.

COMBINES INVESTIGATION ACT

Investigations of several applications under the Combines Investigation Act, 1923, were carried on during the year by the registrar or by a specially appointed commissioner, and considerable attention was also given to the many informal complaints received.

The first prosecution arising out of the operation of the Act took place during the year in connection with an alleged combine in the distribution of fruits and vegetables in Western Canada. During 1924-25 a commissioner conducted an inquiry in this case and reported that the evidence disclosed the existence of a combine of jobbing and brokerage houses which was operating against the interests of the Canadian public. Thereupon the Dominion Government, at the request of the provincial authorities and with their co-operation, and urged thereto by resolutions from numerous fruit growers' organizations and other public bodies, instituted proceedings against certain individuals and corporations associated with the alleged combine. Mr. J. C. McRuer, formerly Assistant Crown Attorney for Toronto, was appointed general prosecutor on behalf of the Dominion. The trial resulted in the conviction, on charges of conspiracy, of four individuals and four companies, and in the imposition of fines amounting in the aggregate to \$200,000.

The registrar completed his investigation commenced during the preceding year into a combine alleged to exist amongst potato dealers in New Brunswick. His report was to the effect that the evidence established the fact of the existence of various agreements and arrangements resulting in the limitation of competition in the buying, transporting and sale of potatoes to the detriment, or against the interest, of the public. The report and evidence were later submitted to the provincial authorities for such action as might be considered desirable.

Mr. F. A. McGregor, for many years Private Secretary to the Right Hon. W. L. Mackenzie King, was appointed Registrar of the Combines Investigation Act on September 8, 1925. Mr. McGregor succeeded Mr. Harry Hereford, who had performed the duties of registrar since the enactment of the Combines Investigation Act in 1923.

UNEMPLOYMENT RELIEF REGULATION

The policy of the Dominion Government during the winter of 1925-26 in relation to unemployment matters was announced in the House of Commons on January 28, 1926, and was subsequently set forth in an Order in Council (P.C. 315) dated March 2, 1926.

Although regarding the problem of unemployment relief as primarily one of local responsibility, and in the second instance the responsibility of the province, the Federal Government indicated its willingness, where distress existed as the result of unemployment and the situation reached a point beyond the control of the municipality, to co-operate with the local and provincial authorities in

bearing a share of expenditures for the relief of workers unable to obtain employment or a portion of any increased cost due to carrying on municipal public works during the winter months. It will be recalled that this practice was adopted in the first years of unemployment following the war. The text of the Order in Council of March 2, 1926, is as follows:—

P.C. 315

CERTIFIED to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Governor General on the 2nd March, 1926.

The Committee of the Privy Council have had before them a report, dated 25th February, 1926, from the Acting Minister of Labour, submitting that representations have been received requesting financial aid from the Federal Government for the relief of distress due to unemployment, and that consideration has been given to the means which would seem best adapted to the relief of cases of distress resulting from unemployment.

The minister observes that the question of unemployment relief is fundamentally a municipal and provincial responsibility, that federal action must therefore supplement municipal and provincial efforts, must be designed on lines permitting close and effective co-operation with and supervision by municipal and provincial authorities, and must be proportioned by the efforts of those authorities.

The minister, having these various points in mind, recommends that the following federal policy of basic principles on unemployment relief be approved:—

1. That, where distress exists as the result of unemployment and the situation has reached a point beyond the financial resources of the municipality, and the municipality having approached the province, and the province makes proper representation to the federal authorities, the Federal Government will contribute one-third of the disbursements made on account of unemployment relief, conditional upon the participation on an equal basis by the province concerned.
2. That, where in certain provinces there are unorganized districts without municipal government in which unemployment exists, and the Provincial Government finds it necessary to administer a system of unemployment relief, the Federal Government will reimburse the Provincial Government concerned to the extent of one-half of such disbursements for relief.
3. It is the desire of the federal authorities that the provisions of this ordinance be interpreted to cover only disbursements for food, clothing and shelter, and, under certain conditions, medical attendance.

The minister further recommends that the Federal Government agree to participate in the cost of work provided by municipalities to relieve unemployment on the following basis:—

- (a) Municipality to bear the normal cost, that is to say, the cost of carrying on the said work in the normal working season.
- (b) Estimate of normal cost to be approved by Federal Government's engineers in the Department of Public Works.
- (c) That Municipal, Provincial and Federal Governments bear equally and jointly the actual cost over the estimated normal cost, thereby encouraging the creation of employment where possible.

The above provisions to be in effect from January 1, 1926, up and until March 31, 1926.

The committee concur in the foregoing recommendation and submit the same for approval.

(Sgd.) E. J. LEMAIRE,
Clerk of the Privy Council.

Accounts from the municipalities, which, in accordance with the system adopted, must come through the provincial authorities, had not been rendered at the close of the fiscal year, and the federal liabilities necessarily remained over for the succeeding fiscal year. At the time of writing accounts are only in part to hand, but the total federal liabilities under this heading for the winter of 1925-26, and payable during the fiscal year 1926-27, may be estimated at approximately \$60,000.

INTERNATIONAL LABOUR ORGANIZATION

The seventh session of the International Labour Conference was opened at Geneva, Switzerland, on May 19, and ended on June 10, 1925, the delegates representing the Government of Canada being Mr. H. H. Ward, of Ottawa, Deputy Minister of Labour for Canada, and Dr. W. A. Riddell, of Geneva, Switzerland, Dominion of Canada Advisory Officer, League of Nations. Four draft conventions and four recommendations were adopted by the conference. The conference elected a new Governing Body of the International Labour Office for a period of three years, its composition being similar to that of its predecessor, with the exception that, among the representatives of governments, representatives of Argentine and Norway take the place of representatives of Chile and Finland. Mr. Tom Moore, President of the Trades and Labour Congress of Canada, was again chosen as one of the six workers' representatives. Canada, having been in 1923 declared by the Council of the League of Nations to be one of the eight states of chief industrial importance in the membership of the International Labour Conference, of course retains its seat on the Governing Body. Five meetings of the Governing Body were held during the fiscal year, Dr. W. A. Riddell, Canadian Advisory Officer to the League of Nations, substituting in each case for the Minister of Labour as the Canadian Government representative.

As required by the terms of the Treaties of Peace, the draft conventions and recommendations emanating from the annual conferences are in all cases brought by the Canadian Government to the attention of the competent legislative authorities. While certain of the proposals have been regarded by the federal law officers as coming within federal jurisdiction, the majority have been deemed to be within provincial authority and have been accordingly referred to the several provincial governments for attention.

The draft convention limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week and which was adopted by the International Labour Conference in 1919 was referred during 1924 to the Supreme Court of Canada for an advisory judgment. The decision of the Supreme Court was made known on June 11, 1925, and was to the effect that the subject-matter of the draft convention is generally within the competence of the provincial legislatures, but that the authority vested in the latter does not enable them to give the force of law to provisions which would apply to servants of the Dominion Government or to legislate for those parts of Canada which are not within the boundaries of a province.

The Canada Shipping Act was amended in 1924 with a view to permitting the ratification of four draft conventions of the International Labour Conference relating to the employment conditions of seamen. A proclamation was issued on October 10, 1925, making the amended provisions of the Canada Shipping Act effective as from January 1, 1926. These four draft conventions were subsequently ratified on behalf of Canada and the ratifications registered with the League of Nations.

Two vacancies on the staff of the International Labour Office were filled during the year by the appointment of Canadians. Mr. Norman Mackenzie, a Canadian in attendance at Cambridge University, England, was appointed to the position of Assistant Legal Adviser, and the services of Professor Mack Eastman, of the staff of the University of British Columbia, Vancouver, were secured for the position of Chief of General Studies in the Research Division. In each case the position was advertised in the leading newspapers of the Dominion and the appointment was made by the International Labour Office following a report on the qualifications of the candidates by specially designated judges.

CANADIAN NATIONAL SAFETY LEAGUE

During each of the last three years the financial appropriation of the Department of Labour has contained a grant to the Canadian National Safety League, a private association maintaining a "safety first" campaign throughout the Dominion.

The prevention of accidents through systematized efforts is now recognized as of the utmost importance in the conservation of human life and economic resources. This safety work involves an educational process which has been effectively set in motion in several countries by voluntary organizations working in co-operation with governmental agencies. Other institutions which embrace in their aims the prevention of accidents unite their efforts as a rule with the national safety body.

In Canada the pioneer associated effort to reduce accidents was undertaken in the province of Ontario, where a safety league has been in existence for a period of about twelve years and has been doing effective work in teaching safety principles from the schools up and in all branches of industry. The Ontario Safety League co-operates with all other organizations, public authorities and industrial enterprises engaged in safety work.

As an outgrowth of the Ontario Safety League a national organization was created in 1918, designed to spread safety propaganda to all parts of the Dominion. The objects of the Dominion-wide league, as set forth in its federal charter, are as follows:—

1. To safeguard and protect the public, especially children, from the dangers of automobiles, railroads, street railways, and all other forms of vehicular traffic on the public highways in the Dominion of Canada.

2. To educate the public through schools, churches, literature and all channels of publicity upon matters pertinent to public safety.

3. To minimize the injuring and killing of persons employed in stores, factories, workshops and all departments of industrial and mercantile activity, by instilling into the minds of employer and employee the full meaning of "Safety Always".

4. To co-operate, so far as lies in the power of the league, in preventing the useless destruction of life and property by fire.

5. To advocate and secure possible remedies and preventatives and to assist in the enactment and enforcement of ordinances requisite to carry out the foregoing by means of—

- (a) Bulletins, education, or any other method of propaganda that may from time to time be considered advisable.

- (b) To be the clearing house of all information, bulletin service, safety films and all literature bearing on accident prevention work, issued under arrangements to the various provincial leagues.

The Canadian National Safety League planned in 1923 to launch a nationwide campaign of education in accident prevention work and to inaugurate safety first organizations in the various provinces founded on the model of the Ontario Safety League. The class of work being, in the protection it affords the Canadian citizenship, essentially of a national character and in the national interest, the efforts of the National League met with a favourable response on the part of the Federal Government, which passed a vote at the 1923 parliamentary session providing for financial assistance to the league amounting to \$25,000. At the 1924 and 1925 sessions further grants to the league were made of \$10,000 in each case.

The executive of the National League reports that since 1923 the organization of the eastern provinces has been completed and a Maritime Safety League now operates in the provinces of New Brunswick, Nova Scotia, and Prince Edward Island. In Quebec a provincial safety league has been established, and in Manitoba the league which had been formed in 1920 was reorganized early in 1925.

DEPARTMENT OF LABOUR

OTHER BRANCHES OF WORK

The work of the Fair Wages Branch of the department proceeded on the usual lines, 127 fair wages schedules and clauses having been furnished for Government contracts. This brings the number of fair wages schedules and clauses prepared by the department since the adoption of the Fair Wages Resolution in 1900 to 4,273.

The Employment Service Branch of the department continued its efforts without material change. The total number of persons placed in employment during the fiscal year 1925-26 was 408,487, or 67,668 more placements than recorded during the preceding fiscal period. Included in the year's placements were those of 7,688 handicapped ex-service men.

Public interest showed a gratifying response to the Dominion Government Annuities scheme, new contracts issued during the fiscal year numbering 668, as compared with 486 during the preceding period.

The impetus to vocational education occasioned by the federal financial grants to the various provinces under the terms of the Technical Education Act, 1918, was evidenced by further expansion in each province during the year. The outstanding development was the opening of a new printing school in Montreal, which combines instruction in the school with industrial training. Admission to the courses is limited to apprentices in the printing industry, the students alternating a week in the shop and a week in the school. An advisory committee, comprising an equal number of master printers and printing tradesmen, acts in close co-operation with the school board and provincial authorities in determining the policies and programs to be adopted.

The *Labour Gazette*, the official journal of the department, was issued regularly as in previous years in both English and French, the combined circulation of the two editions averaging 12,037 copies monthly. With the issue of September, 1925, the *Labour Gazette* completed twenty-five years of publication. During the quarter of a century just closed there has been a gradual increase in the number of subjects covered by the *Labour Gazette* and in the comprehensiveness of the information supplied. The publication is recognized as an authority on industrial and economic matters, and the statements printed in its pages are believed to be of special value in the industrial world.

The customary annual reports appeared during the year on (1) Labour Organization in Canada, (2) Labour Legislation in Canada, and (3) Organization in Industry, Commerce and the Professions in Canada. Pamphlets in the form of supplements to the *Labour Gazette* were issued as follows: (1) Wages and Hours of Labour in Canada, 1920-25; (2) Prices in Canada and in Other Countries in 1925; (3) Report of Royal Commission on Coal Mining in Nova Scotia; (4) Old Age Pension Systems Existing in Various Countries. Reprints were made of the article on Strikes and Lockouts in Canada, 1925, which appeared in the *Labour Gazette* of February, 1926. Four bulletins were added to the vocational education series. A large proportion of the time and energies of many members of the staff was involved in the preparation and publication of these reports, which have a wide distribution and are believed to perform a useful purpose in furnishing accurate information to the public on the important subjects involved.

I have the honour to be, sir,

Your obedient servant,

H. H. WARD,

*Deputy Minister of Labour and Registrar of
Boards of Conciliation and Investigation*

DEPARTMENT OF LABOUR, OTTAWA.

I. INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

NINETEENTH ANNUAL REPORT OF PROCEEDINGS, BEING FOR THE FISCAL YEAR ENDING MARCH 31, 1926

During the 1925 session of the Dominion Parliament legislation was enacted amending the Industrial Disputes Investigation Act, 1907, and limiting its application to disputes not within the exclusive legislative authority of any province. The necessity for the introduction of the amendments in Parliament was occasioned by the judgment of the Judicial Committee of the Privy Council delivered on January 20, 1925, and which pronounced the Industrial Disputes Investigation Act in its then existing form to be beyond the competence of the Federal Parliament. While the amending Bill was receiving consideration by the House of Commons three sections were added with a view to making more effective the provisions of sections 15, 57 and 58 of the main statute. The amendments received royal assent on June 12, 1925, i.e., within the present fiscal period. In view of the importance of the amending legislation, its text was included in last year's annual report and is repeated here for convenience. Section 1 embodies new clauses. The changes incorporated in sections 2, 3 and 4 are indicated by italics.

AN ACT TO AMEND THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

[Assented to 12th June, 1925.]

HIS MAJESTY, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

1. The Industrial Disputes Investigation Act, 1907, is amended by inserting after section two thereof the following:—

“APPLICATION OF ACT.

“2A. This Act shall apply to the following disputes only:—

(i) Any dispute in relation to employment upon or in connection with any work, undertaking or business which is within the legislative authority of the Parliament of Canada, including but not so as to restrict the generality of the foregoing:

- (a) works, undertakings or business operated or carried on for or in connection with navigation and shipping, whether inland or maritime;
- (b) lines of steam or other ships, railways, canals, telegraphs and other works and undertakings connecting any province with any other or others of the provinces, or extending beyond the limits of the province;
- (c) lines of steamships between a province and any British or foreign country;
- (d) ferries between any province and any British or foreign country, or between two provinces;
- (e) works, undertakings or business belonging to, carried on or operated by aliens, including foreign corporations immigrating into Canada to carry on business;
- (f) such works as, although wholly situate within the province, have been or may be declared by the Parliament of Canada to be for the general advantage of Canada, or for the advantage of two or more of the provinces;
- (g) works, undertakings or business of any company or corporation incorporated by or under the authority of the Parliament of Canada.

(ii) Any dispute which is not within the exclusive legislative authority of any provincial legislature to regulate in the manner provided by this Act.

(iii) Any dispute which the Governor in Council may by reason of any real or apprehended national emergency declare to be subject to the provisions of this Act.

(iv) Any dispute which is within the exclusive legislative jurisdiction of any province and which by the legislation of the province is made subject to the provisions of this Act.

“2B. The provisions of this Act shall be construed as relating only to the application of The Industrial Disputes Investigation Act, 1907, and not so as to extend the meaning of the word ‘employer’ as defined by section two, paragraph (c), of the said Act.”

2. Subparagraph (b) of paragraph two of section fifteen of The Industrial Disputes Investigation Act, 1907, as enacted by section two of chapter twenty-nine of the statutes of 1910, is repealed, and the following is substituted therefor:—

"(b) A statutory declaration setting forth that, failing an adjustment of the dispute or a reference thereof by the minister to a board, to the best of the knowledge and belief of the declarant a lockout or strike will be declared, and (except where the application is made by an employer in consequence of an intended change in wages or hours proposed by the said employer) that the necessary authority to declare such lockout or strike has been obtained; or, where a dispute directly affects employees in more than one province and such employees are members of a trade union having a general committee authorized to carry on negotiations in disputes between employers and employees and so recognized by the employer, a statutory declaration by the chairman or president and by the secretary of such committee setting forth that, failing an adjustment of the dispute or a reference thereof by the minister to a board, to the best of the knowledge and belief of the declarants a strike will be declared, that the dispute has been the subject of negotiations between the committee of the employees and the employer, or that it has been impossible to secure conference or to enter into negotiations, that all efforts to obtain a satisfactory settlement have failed, and that there is no reasonable hope of securing a settlement by further effort or negotiations."

3. Section fifty-seven of the said Act, as amended by section five of chapter twenty-nine of the statutes of 1910, and as further amended by section five of chapter twenty-nine of the statutes of 1920, is repealed, and the following is substituted therefor:—

"57. Employers and employees shall give at least thirty days' notice of an intended or desired change affecting conditions of employment with respect to wages or hours; and in the event of such intended or desired change resulting in a dispute, it shall be unlawful for the employer to make effective a proposed change in wages or hours or for the employees to go on strike, until the dispute has been finally dealt with by a board, and a copy of its report has been delivered through the registrar to both the parties affected; the application for the appointment of a board shall be made by the employers or employees proposing the change in wages or in hours; neither of those parties shall alter the conditions of employment with respect to wages or hours, or on account of the dispute do or be concerned in doing, directly or indirectly, anything in the nature of a lockout or strike, or a suspension or discontinuance of employment or work, but the relationship of employer and employee shall continue uninterrupted by the dispute, or anything arising out of the dispute; but if, in the opinion of the board, either party uses this or any other provision of this Act for the purpose of unjustly maintaining a given condition of affairs through delay, and the board so reports to the minister, such party shall be guilty of an offence, and liable to the same penalties as are imposed for a violation of the next preceding section."

4. Section fifty-eight of the said Act is repealed, and the following is substituted therefor:—

"58. Any employer declaring or causing a lockout or making effective a change in wages or hours contrary to the provisions of this Act shall be liable to a fine of not less than one hundred dollars, nor more than one thousand dollars for each day or part of a day that such lockout or change exists."

It will be observed in the first section of the amending measure that the enumeration of the works and undertakings to which the provisions of the Industrial Disputes Investigation Act shall apply includes disputes within the exclusive control of the provinces which are brought within the scope of the federal Act by provincial legislation. During the latter months of the fiscal year under review, the legislatures of five of the provinces, namely, British Columbia, Saskatchewan, Manitoba, New Brunswick and Nova Scotia, took advantage of this new provision of the Industrial Disputes Investigation Act and enacted enabling legislation by which the terms of the federal statute are made applicable to disputes of the class named in the Dominion law and otherwise within exclusive provincial jurisdiction. A Bill to the same effect introduced in the legislature of the province of Ontario at its 1926 session was withdrawn on the second reading.

The province of British Columbia took the initial step towards enabling the federal Industrial Disputes Investigation Act to become operative in respect of disputes within provincial jurisdiction, the enabling legislation being introduced on November 17, 1925, and assented to on December 11 of that year. The

British Columbia measure was followed by similar legislation in other provinces, namely, Saskatchewan, January 28, 1926; Nova Scotia, March 15, 1926; New Brunswick, March 25, 1926; and Manitoba, March 31, 1926. The wording of the legislation in these four provinces being practically identical with that of British Columbia, the text of the British Columbia legislation alone is quoted:—

AN ACT RESPECTING THE INVESTIGATION OF INDUSTRIAL DISPUTES WITHIN THE PROVINCE.

(Assented to 11th December, 1925.)

Whereas the provisions of the "Industrial Disputes Investigation Act, 1907," chapter 20 of the Acts of the Parliament of Canada, 1907, do not apply to industrial disputes which are within the exclusive legislative jurisdiction of any province of Canada;

And whereas it was enacted by chapter 14 of the Acts of the Parliament of Canada, 1925, entitled "An Act to amend the Industrial Disputes Investigation Act, 1907," that the said Act shall apply to, *inter alia*, "any dispute which is within the exclusive legislative jurisdiction of any province and which by the legislation of the province is made subject to the provisions of this Act";

And whereas it is deemed expedient, in view of the amendment recited above, that the provisions of the said Act shall be made to apply to industrial disputes of the nature defined in the said Act which are within the exclusive legislative jurisdiction of the province;

Therefore, His Majesty, by and with the advice and consent of the Legislative Assembly of the province of British Columbia, enacts as follows:—

1. This Act may be cited as the "Industrial Disputes Investigation Act (British Columbia)."

2. The provisions of the "Industrial Disputes Investigation Act," chapter 20 of the Acts of the Parliament of Canada, 1907, and amendments thereto, shall apply to every industrial dispute of the nature therein defined which is within or subject to the exclusive legislative jurisdiction of the province.

3. The Lieutenant-Governor may, by proclamation, apply the provisions of any amendment to the said Act which may hereafter be enacted by the Parliament of the Dominion to every industrial dispute of the nature in said Act defined which is within or subject to the exclusive legislative jurisdiction of the province, whereupon those provisions shall apply accordingly.

In the case of the Manitoba statute, section 3 was changed to read as follows: "This Act shall come into force on the day it is assented to."

The Nova Scotia legislation was, as stated above, in the terms of the British Columbia Act, and in addition contained a clause repealing a provincial measure of 1925, the Industrial Peace Act, which had provided provincial machinery for dealing with industrial disputes.

The province of Alberta preferred to retain full authority with respect to the settlement of industrial disputes within its exclusive jurisdiction and adopted a Labour Disputes Act of its own on April 8, 1926, which resembles generally the federal statute. The provincial law relates, however, to all industries and omits any provision prohibiting strikes and lockouts pending the report of a board.

No action was taken by the provinces of Quebec or Prince Edward Island with a view to meeting the position arising out of the Privy Council decision. The industries of the latter province are primarily agricultural and labour disputes are not prevalent. Quebec has had on its statute books since 1921 a Municipal Strike and Lockout Act, amended in 1922. This provincial statute follows closely the lines of the federal Industrial Disputes Investigation Act and provides for the compulsory investigation of disputes as to wages and conditions of labour involving municipal employees; as in the case of the Dominion law, the acceptance of the findings of a tribunal established under its provisions is not compulsory. There is a further Quebec statute, enacted in 1901 and amended in 1903 and 1909, under which Councils of Conciliation and of Arbitration may be formed to deal with labour disputes in the province; the provincial machinery thus provided has been, however, little used in the past.

NINETEEN YEARS' OPERATIONS

A review of proceedings under the Industrial Disputes Investigation Act from its inception on March 22, 1907, shows that during this period of nineteen years 642 applications were received for the establishment of Boards of Conciliation and Investigation, and 450 boards were constituted. In all but 37 of the disputes, the threatened strikes were averted or ended through the instrumentality of the Act.

There were 192 cases in which the applications did not, for various reasons, result in the establishment of boards. In some instances an application had been made under a misapprehension, or the dispute was not one which could be properly referred under the provisions of the statute. Several disputes were adjusted by mutual efforts of the parties concerned while action was being taken looking to the constitution of a board and the application was withdrawn. Also it many times happened that, following the receipt of an application, a special representative of the department was sent to the locality of the dispute and through his intervention direct negotiations between the dissentient parties were renewed and a satisfactory working arrangement effected. The possibility of an amicable adjustment by departmental mediation was signally in evidence during recent years.

THE FISCAL YEAR 1925-26

Following the enactment of the 1925 amendment to the Industrial Disputes Investigation Act and prior to action being taken by the provinces looking to legislation investing authority in the federal law, a lull occurred in proceedings under the statute, four applications only having been received during the fiscal year for the establishment of Boards of Conciliation and Investigation. In three of these cases the disputes were adjusted by mutual agreement whilst steps for the establishment of boards were pending; the fourth case involved a jurisdictional dispute between two unions and no board was established. The usual statistical summaries of proceedings under the Act during the year are omitted from this report. The features of the year's activities in this respect may be, however, briefly noted.

The first application received in the department during the fiscal year for the establishment of a Board of Conciliation and Investigation was made by employees of the Corporation of the City of Edmonton, being junior clerks, stenographers, typist clerks, cardwriters and extension clerks, members of Civic Service Union No. 52. The application reached the department on April 23, 1925. The dispute affected 25 employees directly and 165 indirectly, and grew out of a reduction in wages proposed by the municipality. The applicants being clerical workers and in the employ of the city, a board could be established only with the consent of the municipal authorities. On this point the employees in their letter covering the application remarked that the City Council had passed a resolution approving the principle of referring the matters in dispute to a Conciliation Board. A few days after the receipt of the application, however, the dispute was adjusted by mutual agreement and board procedure became unnecessary.

An application was received in the department on June 22, 1925, from the employees of the Montreal Light, Heat and Power Consolidated, engaged in the production and distribution of electricity and gas and being members of various trades unions. The dispute related to wages and working conditions. Employees numbering 800 were stated to be affected directly and 1,100 indirectly. The employer not being incorporated by or under the authority of the Parliament of Canada, but under that of the Provincial Legislature, and the province of Quebec not having enacted legislation making the provisions of the Industrial Disputes Investigation Act applicable to disputes within its exclusive legislative jurisdiction, as provided in the 1925 amendment to the federal statute, a Board of Conciliation and Investigation could be established only on

the joint request of the parties concerned. The company intimated its unwillingness to refer the dispute to a board, whereupon the minister offered the services of Mr. E. McG. Quirk, a special representative of the department, as mediator. Through Mr. Quirk's efforts conferences were subsequently held between the parties concerned and a working agreement was reached.

One application related to the steam railway industry and was received on February 22, 1926, from employees at the Winnipeg Rail Plant of the Canadian National Railways and being members of the Fort Rouge unit of the One Big Union. Alleged unjust treatment accorded senior men in the matter of promotions and reductions in staff was stated to be the cause of the dispute, approximately 77 employees being directly affected and 500 indirectly. It was understood, however, that the employees concerned were already covered by an agreement between the Railway Association of Canada (representing, among other railways, the Canadian National Railways) and the United Brotherhood of Maintenance-of-Way Employees and Railway Shop Labourers as to rates of pay and rules governing maintenance of way employees and shop labourers, the agreement in question, known as Wage Agreement No. 7, providing machinery for disposing of any alleged grievances, and it was held that there was no ground for the establishment of a Board of Conciliation and Investigation.

Employees of the Canadian National Electric Railways being members of the International Brotherhood of Electrical Workers submitted an application on March 2, 1926. The establishment of a Board of Conciliation and Investigation was requested for the purpose of dealing with a dispute concerning the employees' desire for an agreement covering wages and working conditions. Employees at St. Catharines and Toronto, Ontario, to the number of 25 were said to be directly affected, and 150 indirectly. An officer of the department, Mr. E. N. Compton, investigated the situation in connection with the dispute and an agreement was reached, thereby avoiding the constitution of a board.

SUMMARY TABLES

Summary tables here presented show proceedings under the Industrial Disputes Investigation Act from the date of its inception, March 22, 1907, to the close of the fiscal year under review, March 31, 1926. The tables are arranged in three divisions, viz: (1) showing proceedings by industries concerned; (2) showing by fiscal years the number of disputes dealt with, and (3) showing by calendar years the number of disputes dealt with.

I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO MARCH 31, 1926

Industries affected	Number of applications for Boards received	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work—		
(1) Mines—		
(a) Coal	71	10
(b) Metal	20	5
(c) Asbestos	1	0
(2) Transportation and communication—		
(a) Steam railways	193	7
(b) Street and electric railways	106	7
(c) Express	11	1
(d) Shipping	32	0
(e) Telegraphs	21	1
(f) Telephones	7	0
(3) Miscellaneous—		
(a) Light and power	24	3
(b) Elevators	1	0
(4) War work	30	1
II. Disputes not falling clearly within the direct scope of the Act	125	2
Total	642	37

II. TABLE SHOWING BY FISCAL YEARS, 1907-1925, NUMBER OF DISPUTES DEALT WITH

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	1923-1924	1924-1925	1925-1926	Total
Number of applications.....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	19	4	642
Number of boards granted...	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	9	0	450
Number of disputes where strike not averted (or ended)	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	2	0	1	0	37

III. TABLE SHOWING BY CALENDAR YEARS 1907-1925, NUMBER OF DISPUTES DEALT WITH

	1907* 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926† 3 mos.	Total
Number of applications	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	22	4	2	642
Number of boards granted.....	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	10	0	0	450
Number of disputes where strike not averted (or ended)...	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	0	0	1	0	37

*The Act became law on March 22, 1907, so that the proceedings cover nine months only.

†To the end of the financial year, March 31.

II. CONCILIATION WORK

During the year the services of the Department of Labour were utilized in connection with the adjustment of a number of labour disputes. In connection with two of the four cases of disputes in which application had been made for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act, it was not found necessary to proceed with the establishment of a board since the difficulties were adjusted through the assistance of a conciliator. In many of the disputes where a settlement was secured by conciliation and no strike took place, it was deemed desirable to give the matter as little publicity as possible. As a result the best work of the department achieved in this direction often becomes known only to the chief representatives of the disputants.

The Minister of Labour assisted personally as a conciliator in certain instances, and in other cases the good offices of the department were exerted through the fair wages officers who are stationed at different industrial centres. The officers in question are: Mr. F. E. Harrison, resident Fair Wages Officer in Vancouver, who is the departmental representative for the four western provinces; Mr. E. N. Compton, resident Fair Wages Officer in Toronto, whose territory comprises the province of Ontario; and Mr. Theo. Bertrand, resident Fair Wages Officer in Montreal. Mr. E. McG. Quirk of Montreal, though not actually an officer of the department, acted on various occasions as a special representative in connection with conciliation work in Quebec and the Maritime Provinces.

In connection with a dispute affecting the coal mining industry of Nova Scotia, which resulted in a cessation of work of some eleven thousand coal miners on March 6, 1925, the Minister of Labour, the Hon. James Murdock, tendered the good offices of the Department of Labour towards securing a settlement of the dispute, and personally visited the coal fields in the month of June, at the request of the company. During the week following, the Minister met both the miners and officials of the company in an attempt to bring about a settlement. The Vice-President of the British Empire Steel Corporation, which controlled the principal mines, handed the Minister a statement outlining the basis on which the company would agree to a settlement. This statement was indicated to the miners' district board, but it contained proposals which were unacceptable to the latter and which were also rejected by the district locals. The cessation of work continued in the coal fields of Nova Scotia until August 9.

During the year Mr. Harrison investigated forty disputes, of which twenty-six were amicably adjusted by mediation. In the same period fourteen strikes took place, and resumption of work was brought about in nine instances through the intervention of the department.

In the month of June a dispute arose between the Edmonton and District Miners' Federation and the employers in that area. The latter proposed a wage reduction of twenty per cent, which the employees refused to consider; as a consequence a strike occurred on July 1. Negotiations with a view to a settlement were undertaken by Mr. Harrison, and on August 26 a new contract was signed bringing into force a reduction of wages of approximately thirteen per cent on all classes of labour.

During the month of November a strike took place at several of the mines in the Drumbheller District for an increase of wages to drivers and certain employees. This cessation of work was not authorized by officials of District Eighteen, United Mine Workers of America. The stoppage of work was, however, supported by a labour organization known as the Mine Workers' Union of Canada, which gained considerable membership in the area affected. Mr.

Harrison tendered his good offices as a conciliator but his offer was not accepted. After being idle for three weeks, the men in the mines concerned resumed operations without any advance in wages.

Mr. E. N. Compton, resident Fair Wages Officer in Toronto, made frequent visits to the Welland canal district in connection with the many labour questions arising on the various contracts for the Welland ship canal which are dealt with in another chapter. He also visited various other points where his services were used in the settlement of labour difficulties. Through his efforts a strike in the furniture factories at Hanover, Ont., was called off.

Mr. Theo. Bertrand, resident Fair Wages Officer in Montreal, investigated twenty industrial disputes during the year, involving two hundred and nineteen firms and over three thousand employees. Assistance was rendered wherever possible in securing working agreements between the parties affected.

Mr. E. McG. Quirk, of Montreal, attended with the Minister of Labour certain conferences which were held with the management of the British Empire Steel Corporation relative to the dispute which occurred in the coal mining field of Nova Scotia. Later, at the minister's request he also appeared before the Royal Commission which was appointed by the Government of Nova Scotia to investigate the coal mining situation in that province. Mr. Quirk acted as a mediator in the settlement of a dispute between the Montreal Light, Heat and Power Company and its employees in the summer of 1925. His services were utilized in connection with certain wage disputes arising in the construction of the Montreal South Shore bridge, and also in the construction of the grain elevator at Halifax. His good offices were also employed in an effort to effect a settlement of the strike of shirt makers which occurred in Montreal in the fall of 1925.

III. FAIR WAGES

The fair wages policy of the Government of Canada was introduced in 1900 and is based on a resolution of the House of Commons which was adopted at the session of 1900 in the terms following:—

"That it is resolved that all Government contracts should contain such conditions as will prevent abuses which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy and deems it the duty of the Government to take immediate steps to give effect thereto.

"It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds".

In 1903 additional force was given to the fair wages policy by the inclusion in the Railway Act of a section requiring the payment of current rates of wages to all workmen engaged in the construction of lines of railway towards which the Parliament of Canada votes financial aid. This section was retained in the revision of the Railway Act in 1919 and reads as follows:—

"(1) In every case in which the Parliament of Canada votes financial aid by way of subsidy or guarantee towards the cost of railway construction, all mechanics, labourers or other persons who perform labour in such construction shall be paid such wages as are generally accepted as current for competent workmen in the district in which the work is being performed; and if there is no current rate in such district, then a fair and reasonable rate.

"(2) In the event of a dispute arising as to what is the current or a fair and reasonable rate, it shall be determined by the Minister, whose decision shall be final."

An Order in Council was adopted in 1907 requiring contractors to post fair wages schedules in a conspicuous place on any public works under construction and to keep a record of payments made to workmen in their employ, such records to be open for inspection by fair wages officers of the Government.

In order that the fair wages conditions inserted in departmental contracts should be made as nearly uniform in terms and administration as possible, the fair wages policy was confirmed in 1922 by Order in Council (see Annual Report, 1922, pages 42-46).

This Order in Council contains two sets of labour conditions marked "A" and "B", respectively. The former is applicable to "all contracts made on behalf of the Government of Canada for the construction or remodelling of public buildings of all kinds, railways, canals, roads, bridges, locks, dry docks, elevators, harbours, piers, wharves, lighthouses, and other works for the improvement and safety of transportation and navigation, rifle ranges, fortifications and other works of defence, dams, hydraulic works, slides, piers, booms, and other works for facilitating the transmission of timber, and all other works and properties constructed or remodelled for the Government of Canada"; the like conditions are as far as practicable observable also by the departments of government in connection with all agreements involving the grant of Dominion public funds in the form of subsidy, advance, loan or guarantee for any of the purposes mentioned. The conditions marked "B" are observable by the departments concerned in connection with "all contracts for the manufacture and supply to the Government of Canada of fittings for public buildings, harness, saddlery, clothing and other outfit for the military and naval forces, Royal Canadian Mounted Police, letter carriers, and other Government officers and employees, mail bags, letter boxes, and other postal stores, and any other articles and things hereafter designated by the Governor in Council".

As a result of experience gained in the administration of the fair wages policy, as set forth in the Order in Council of June 7, 1922, certain amendments were made to the "A" conditions by Order in Council of April 9, 1924, on recommendation of the Minister of Labour, which, without altering the scope and intent of the policy, are intended to make its purpose clearer and more definite.

In the case of all contracts to which the "A" conditions apply, the department of the Government concerned is required to communicate to the Department of Labour the nature of the proposed contract and the classes of labour likely to be required in its execution. The Labour Department is charged with the preparation of schedules setting forth the rates of wages and hours of labour generally accepted as current, for competent workmen of the various classes required, in the district in which the work is to be performed. This fair wage schedule is thereupon embodied in the contract. In any cases where the Department of Labour is unable to furnish fair wages schedules for the purpose aforesaid, authority is given for the insertion in the contract of a fair wage clause in the terms following:—

All mechanics, labourers, or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed for the character or class of work in which they are respectively engaged, and if there be no current rates in such district, then fair and reasonable rates, and shall work such hours as are customary in the trade in the district where the work is carried on, or if there be no custom of the trade as respects hours in the district, then fair and reasonable hours, unless for the protection of life and property, or for other cause shown to the satisfaction of the Minister of Labour, longer hours of service are required. The Minister of Labour may at any time and from time to time determine, for the purposes of this contract, what are the current or fair and reasonable rates of wages, and the current or fair and reasonable hours, and may from time to time rescind, revoke, amend or vary any such decision, provided that his determination and any amendment or variation shall not be operative prior to the period of three months immediately preceding the date thereof. Where there are special circumstances which in the judgment of the Minister of Labour make it expedient that he should do so, he may, in the manner and subject to the provisions hereinabove set forth, decide what are the current or fair and reasonable rates of wages for overtime, and what is the proper classification of any work for the purposes of wages and hours. Immediately upon receipt of notice of any decision of the Minister of

Labour hereunder the contractor shall adjust the wages and hours and classification of work so as to give effect to such decision. In case the contractor shall fail so to do, or to pay to any employee or employees for any services performed, or for any hours of labour, wages according to the rates fixed therefor by the Minister of Labour, the Minister of Labour may authorize and direct the minister* to pay any such wages at the rates so fixed and to deduct the amount thereof from any moneys owing by the Government to the contractor and any such payment shall for all purposes as between the contractor and the Government be deemed and taken to be payment to the contractor, and the contractor shall be bound in every particular by any such authority, direction and payment as aforesaid. The powers of the Minister of Labour hereunder shall not be exercised as to any employee or employees where it is established to his satisfaction that an agreement in writing exists and is in effect between the contractor and the class of employees to which such employee or employees belong or the authorized representatives of such class of employees fixing rates of wages, overtime conditions and hours of labour.

*The term "minister" in this case refers to the minister of the department with which the contract is made.

Fair wages officers have been included in the staff of the Department of Labour since the inception of the fair wages policy in 1900, their services being used in the preparation of fair wages schedules and in the adjustment of complaints and disputes arising from time to time as to the proper rates observable under the terms of Government contracts.

During the year 1925-26 the Department of Labour prepared fair wages conditions in connection with the execution of one hundred and twenty-seven contracts. These were divided among the different departments of the Government as follows: Marine and Fisheries, 3; Railways and Canals, 11; National Defence, 5; Indian Affairs, 4; and Public Works, 104.

WORKS FOR WHICH FAIR WAGES CONDITIONS PREPARED

The following tables give particulars regarding fair wages conditions prepared in the Department of Labour during the fiscal year 1925-26:—

DEPARTMENT OF MARINE AND FISHERIES

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
				Vol. Page
Construction of cribwork pier on pile foundation having reinforced concrete superstructure, fog alarm building and dwelling combined.	Southeast Shoal, off Point Pelee, Lake Erie, Ont.	May 4, 1925....	\$134,620.....	
Construction of wooden dwelling.....	Big Shippegan, N.B.....	May 5, 1925....	\$2,449.....	
Construction of fog alarm building.....	Tiner Point, N.B.....	May 5, 1925....	\$2,556.....	
DEPARTMENT OF RAILWAYS AND CANALS				
Construction and completion of concrete dam at Lock No. 23 (known as Lock 4, Peterborough-Lakefield Division).	Trent Canal, Ont.....	April 20, 1925....	\$97,091.75 (estimated).....	XXV 1029
Erection and fabrication of superstructures of 4 bascule bridges (known as Bridges Nos. 1, 3, 7 and 19).	Welland Ship Canal, Ont.....	June 22, 1925....	\$459,689 (estimated).....	XXV 1218
Construction of a lock.....	Trent Canal, Ont., at Young's Point.....	July 31, 1925....	\$120,311.50 (estimated).....	XXV 1132
Construction of Section 6.....	Welland Ship Canal, Ont.....	July 29, 1925....	\$7,185,120 (estimated).....	XXV 1132
Construction of substructure of highway swing bridge over Canal on line of Queenston St. near St. Catharines.	Welland Ship Canal, Ont.....	Oct. 20, 1925....	\$6,206 (estimated).....	
Construction of steel mitring lock gates.....	Welland Ship Canal, Ont.....	Oct. 29, 1925....	Contract not yet executed.	
Construction of superstructure of highway swing bridge over Canal at Queenston St., St. Catharines.	Welland Ship Canal, Ont.....	Oct. 23, 1925....	\$66,967.....	XXVI 191
Removing single track swing span on C.N. Rys., Wabash subdivision.	Welland Canal, Ont.....	Nov. 24, 1925....	\$6,600.....	
Erection of steel highway swing bridge, at Riley's Crossing.	Chambly Canal, P.Q.....	Dec. 14, 1925....	\$25,058.....	XXVI 191
Construction of macadam roadway on new approaches to new Queenston St. swing bridge.	Welland Canal, Ont., near St. Catharines....	Feb. 6, 1926....	\$1,767 (estimated).....	XXVI 397
Construction of superstructure and machinery Bridge No. 4.	Welland Ship Canal, Ont.....	Feb. 15, 1926....	Contract not yet executed; tenders not yet called.	

DEPARTMENT OF NATIONAL DEFENCE

Construction of rifle range.....	Vancouver, B.C.....	April 30, 1925....	\$8,600.....	
Construction of rifle range.....	Woodstock, N.B.....	June 9, 1925....	No tenders called.....	
Construction of a building.....	Victoria Island, Ottawa, Ont.....	July 31, 1925....	\$95,000.....	
Erection of powder magazine, small arm ammunition store and vehicle shed.	St. Johns, P.Q.....	Aug. 10, 1925....	\$17,500.....	
Erection of building for R.C.A.F.....	Cormorant Lake (Le Pas), Man.....	Aug. 7, 1925....	No tenders called.....	

DEPARTMENT OF LABOUR

DEPARTMENT OF INDIAN AFFAIRS

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published	Vol.	Page
Erection of a residential school.....	Morley, Sask.....	June 17, 1925.....	\$24,623.....			
Erection of a residential school.....	Sioux Lookout, Ont.....	Aug. 31, 1925.....	\$81,755.....			
Erection of 2 residential schools.....	Peigan Indian Reserve, Alta.....	Mar. 29, 1926.....	\$102,490.....			
Erection of a residential school.....	Lyton, B.C.....	Mar. 22, 1926.....	Contract not yet awarded.			

DEPARTMENT OF PUBLIC WORKS

Delivery and placing of stone at outer end of breakwater.....	Souris, P.E.I.....	April 14, 1925.....	\$34,050.....		XXV	831
Reconstruction of part of wharf.....	St. Laurent, P.Q.....	April 22, 1925.....	\$8,628.30.....		XXV	931
Repairs to piers.....	Kincardine, Ont.....	April 24, 1925.....	\$16,943.20.....		XXV	931
Reconstruction of 190 ft. of south pier.....	Burlington Channel, Ont.....	April 27, 1925.....	\$32,098.86.....		XXV	931
Construction of a breakwater wharf.....	Little Judique Ponds, N.S.....	April 27, 1925.....	\$9,510.....		XXV	1131
Repairs to wharf.....	Port Clements, B.C.....	April 30, 1925.....	\$6,067.19.....		XXV	931
Repairs to wharf.....	Baie St. Paul (Riviere du Gouffre), P.Q.....	April 29, 1925.....	\$5,746.....		XXV	931
Reconstruction of wharf.....	Gulliver's Cove, N.S.....	April 29, 1925.....	\$11,873.10.....		XXV	932
Reconstruction of breakwater.....	Mission, New Westminster District, B.C.....	May 16, 1925.....	\$3,980.....		XXV	930
Construction of wharf.....	New London Harbour, P.E.I.....	May 6, 1925.....	\$29,904.....		XXV	931
Extension and repairs to wharf.....	Bagotville, P.Q.....	May 6, 1925.....	\$13,883.50.....		XXV	1131
Construction of wharf.....	Parrishboro, N.S.....	May 6, 1925.....	\$37,986.80.....		XXV	931
Reconstruction in concrete of 278.5 ft. of high level wharf.....	Sorel, P.Q.....	May 23, 1925.....	\$10,343.....		XXV	931
Repairs and improvements to wharf.....	Ste. Petronille, P.Q.....	May 16, 1925.....	\$4,171.....		XXVI	190
Reconstruction in concrete of wharf.....	Cadunawaga, P.Q.....	May 16, 1925.....	\$5,604.70.....		XXV	1130
Construction of bank protection.....	Baie St. Paul (Riviere du Gouffre), P.Q.....	May 16, 1925.....	\$21,291.....		XXV	1216
Reconstruction of wharf.....	Cumberland, Ont.....	May 16, 1925.....	\$7,938.52.....		XXV	1130
Repairs and improvements to wharf.....	Father Point, P.Q.....	May 18, 1925.....	\$19,382.63.....		XXV	1217
Harbour improvements.....	Oshawa, Ont.....	May 27, 1925.....	\$50,910.88.....		XXV	1028
Reconstruction of 772.5 ft. of east pier.....	Port Burwell, Ont.....	May 27, 1925.....	\$55,509.82.....		XXV	1028
Reconstruction of post office.....	St. John, N.B.....	May 26, 1925.....	\$8,994.....		XXV	930
Addition to pile bent and timber decking wharf.....	Fitt Lake, B.C.....	May 26, 1925.....	\$2,491.71.....		XXV	931
Construction of pile bent and timber decking wharf.....	Haney, B.C.....	May 26, 1925.....	\$4,477.....		XXVI	62
Reconstruction of downstream part of C.N.R. wharf.....	Lachine, P.Q.....	May 29, 1925.....	\$10,656.....		XXV	1028
Construction of Customs quarantine office and residence	William Head, B.C.....	June 2, 1925.....	Contract not yet awarded.			
Repairs to wharf.....	Shediac, N.B.....	June 5, 1925.....	\$16,966.80.....		XXV	1130
Wharf enlargement and repairs.....	Mills Point, N.B.....	June 11, 1925.....	\$22,178.30.....		XXV	932
Reconstruction in concrete of wharf.....	Valleyfield, P.Q.....	June 11, 1925.....	\$7,539.....		XXVI	61
Supply and installation of interior fittings in Postal Station "R.".....	Montreal, P.Q.....	June 17, 1925.....	\$2,999.....		XXVI	397

Repairs to wharf and approach.....	Campbell River, B.C.....	June 22, 1925	\$3,674.85.	XXV	1129
Reconstruction of and improvements to a public wharf.	Westbank, B.C.....	June 22, 1925	\$7,500.	XXV	1129
Construction of a breakwater.....	Esquimaux, N.B.....	June 17, 1925	\$43,991.	XXVI	62
Construction of steel freight sheds.....	Three Rivers, P.Q.....	June 25, 1925	\$39,800.	XXV	1130
Reconstruction of wharf.....	St. Antoine de Tilly, P.Q.....	June 29, 1925	\$15,448.94.	XXV	930
Construction of asphalt surface driveway around House of Commons.	Ottawa, Ont.....	June 25, 1925	\$23,615.	XXV	1028
Construction of a freight shed.....	Cap de la Madeleine, P.Q.....	June 26, 1925	Contract not yet awarded.		
Repairs to public wharf.....	Des Jardins Allumette Island, P.Q.....	July 2, 1925	\$10,926.40.	XXV	1130
Wharf replacement.....	Great Village, N.S.....	July 2, 1925	\$3,985.97.	XXV	1130
Reconstruction of part of western breakwater.....	Collingwood, Ont.....	July 7, 1925	\$31,141.	XXV	1131
Reconstruction of superstructure and improvements to Government wharf.	Matane, P.Q.....	July 8, 1925	\$35,865.50.	XXV	1216
Reconstruction of part of wharf.....	Port au Saumon, P.Q.....	July 8, 1925	\$11,083.	XXV	1217
Construction of river training works.	Revelstoke, B.C.....	July 11, 1925	Tenders not called.		
Alterations and addition to public building.	Kitchener, Ont.....	July 13, 1925	\$42,925.	XXV	1129
Construction of breakwater.....	Dingwall, N.S.....	July 18, 1925	\$54,708.	XXV	1216
Repairs to wharf.....	St. Andre, P.Q.....	July 18, 1925	\$3,332.50.	XXV	1217
Construction of extension to breakwater.	Saultneville, N.S.....	July 17, 1925	\$7,418.49.	XXV	1217
Construction of revetment wall.....	Owen Sound, Ont.....	July 16, 1925	\$13,272.05.	XXV	1216
Extension of breakwater.....	Freepoint, N.S.....	July 21, 1925	\$9,698.50.	XXV	1130
Construction of a landing block.....	Saugeen River, Ont.....	July 23, 1925	\$7,491.30.	XXV	1216
Construction of rock mound submerged dams and removal of Deer Rock.	Columbia River Narrows, B.C.....	July 25, 1925	\$9,736.15.	XXV	1217
Construction of a breakwater wharf.....	Finlay Point, N.S.....	July 25, 1925	\$11,956.	XXV	1131
Construction of breakwater.....	Lower Sandy Point, N.S.....	July 25, 1925	\$9,986.58.	XXV	1130
Construction of extension to breakwater.	Hall's Harbour, N.S.....	July 25, 1925	\$8,334.75.	XXV	1131
Construction of pile work wharf.....	Wolville, N.S.....	July 25, 1925	\$6,767.	XXV	1216
Construction of wharf and approach.	Honey Harbour, Ont.....	July 27, 1925	\$10,346.80.	XXV	1130
Construction of a breakwater.....	Port Matland, N.S.....	July 31, 1925	\$19,986.96.	XXVI	62
Construction of a wharf.	Notre Dame de Pierreville, P.Q.....	July 31, 1925	Contract not yet awarded.		
Improvements to wharf.....	Cap de la Madeleine, P.Q.....	Aug. 7, 1925	\$8,971.25.	XXV	1216
Repairs to jetty.....	Nicolet, P.Q.....	Aug. 31, 1925	\$15,750.50.	XXVI	396
Construction of extension to public wharf.	Malagash, N.S.....	Aug. 5, 1925	Tenders not called.		
Construction of wharf.....	Arisaig, N.S.....	Aug. 5, 1925	\$9,965.97.	XXVI	62
Construction of pile bent and timber decking wharf.	Blubber Bay, B.C.....	Aug. 5, 1925	\$5,849.	XXV	1217
Repairs to wharf and approach.....	Clayoquet, B.C.....	Aug. 5, 1925	\$4,907.52.	XXV	1217
Construction of extension to frostproof warehouse.	West Saint John, N.B.....	Aug. 5, 1925	\$15,650.	XXV	1130
Reconstruction of public wharf.....	Chute a Blondeau, Ont.....	Aug. 7, 1925	\$4,950.	XXV	1217
Reconstruction of 864 lin. ft. of superstructure of west pier of Eastern Channel.	Toronto, Ont.....	Aug. 10, 1925	\$76,968.40.	XXVI	62
Improvements to public building.	Pictou, N.S.....	Aug. 10, 1925	\$9,723.	XXVI	62
Construction of public building.	Stellarton, N.S.....	Aug. 10, 1925	\$15,770.	XXV	1217
Construction of public building.	Chipman, N.B.....	Aug. 10, 1925	\$8,445.	XXV	1217
Construction of public building.	Moncton, N.B.....	Aug. 10, 1925	Contract not yet awarded.		
Construction of public building.	Nelson, N.B.....	Aug. 10, 1925	\$7,989.76.	XXVI	62
Construction of public building.	St. Jacques de l'Achigan, P.Q.....	Aug. 10, 1925	\$10,450.	XXV	1217
Construction of public building.	Limoilou, P.Q.....	Aug. 10, 1925	Contract not yet awarded.		
Construction of public building.	Maniwaki, P.Q.....	Aug. 10, 1925	\$17,250.	XXV	1130
Construction of public building.	Mont Laurier, P.Q.....	Aug. 10, 1925	Contract not yet awarded.		
Repairs to buildings.....	Esquimalt, B.C.....	Oct. 28, 1925	\$2,524.	XXVI	503

DEPARTMENT OF LABOUR

DEPARTMENT OF PUBLIC WORKS—Concluded

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published	Page
				Vol.	
Construction of public building.....	Maisonneuve, P.Q.....	Aug. 15, 1925.....	Contract not yet awarded.	XXVI	62
Construction of public building.....	Waterloo, Ont.....	Aug. 11, 1925.....	Contract not yet awarded.	XXVI	62
Construction of public building.....	Port Colborne, Ont.....	Aug. 11, 1925.....	\$53,700.....	XXVI	62
Construction of public building.....	Gravenhurst, Ont.....	Aug. 11, 1925.....	\$19,900.....	XXVI	62
Construction of public building.....	Stouffville, Ont.....	Aug. 11, 1925.....	\$17,623.....	XXVI	62
Construction of public building.....	Douglas, B.C.....	Aug. 11, 1925.....	Contract not yet awarded.	XXVI	62
Reconstruction of 587 ft. east breakwater.....	Meaford, Ont.....	Aug. 11, 1925.....	\$8,877.....	XXV	1217
Construction North Dyke No. 1.....	Steveston, B.C.....	Aug. 19, 1925.....	\$7,531.74.....	XXV	1216
Construction of breakwater.....	Grand Harbour (Ingall's Head), N.B.....	Aug. 13, 1925.....	\$21,346.01.....	XXV	62
Construction of wharf.....	Manadien, N.S.....	Aug. 20, 1925.....	\$8,609.90.....	XXVI	62
Extension of headblock of wharf.....	Anse Tadoussac, P.Q.....	Aug. 22, 1925.....	Work executed by day labour.	XXVI	62
Construction of extension to jetty.....	North Arm, Fraser River, B.C.....	Aug. 27, 1925.....	\$30,772.16.....	XXVI	62
Reconstruction of pile bent and timber decking wharf.....	Hancey, B.C.....	Aug. 27, 1925.....	\$4,477.....	XXVI	1217
Extension to revetment wall.....	Burlington, Ont.....	Aug. 29, 1925.....	\$6,981.60.....	XXVI	62
Construction of extension to loading wharf.....	Chandler, P.Q.....	Sept. 2, 1925.....	\$72,993.80.....	XXV	1217
Construction of a pier.....	Green Point, N.B.....	Sept. 3, 1925.....	\$14,579.50.....	XXVI	62
Reconstruction of part of superstructure of wharf.....	Marina, P.Q.....	Sept. 11, 1925.....	\$12,885.12.....	XXVI	190
Construction of rubble wall between outer end of west pier and inner end of west breakwater of harbour.	Port Burwell, Ont.....	Sept. 11, 1925.....	\$11,500.....	XXVI	62
Construction of protection works across mouth of Port- age Creek at southern end of Lake Manitoba.	Delta, Man.....	Sept. 11, 1925.....	\$29,046.....	XXVI	62
Reconstruction of public wharf.....	West St. John, N.B.....	Sept. 29, 1925.....	\$42,181.....	XXVI	277
Construction of extension to cattle shed.....	Dauphin Beach, Man.....	Oct. 8, 1925.....	\$2,842.....	XXVI	190
Reconstruction of wharf and approach.....	Midland, Ont.....	Oct. 13, 1925.....	\$92,786.73.....	XXVI	190
Construction of extension to public wharf.....	Victoria Beach, Man.....	Oct. 13, 1925.....	\$15,358.40.....	XXVI	190
Construction of public wharf.....	Rondel, B.C.....	Oct. 20, 1925.....	\$6,425.....	XXVI	397
Construction of extension to wharf.....	Cap de la Madeleine, P.Q.....	Oct. 31, 1925.....	Contract not yet awarded.	XXVI	397
Contract for research laboratory.....	Hull, P.Q.....	Jan. 5, 1926.....	\$91,500.....	XXVI	397
Completion of wharf.....	Anse Tadoussac, P.Q.....	Jan. 23, 1926.....	Work executed by day labour.	XXVI	397
Reinforcement of dam at Woodward's Slough, Fraser River.	New Westminster, B.C.....	Feb. 8, 1926.....	Tenders not yet called.....	XXVI	397

TABLE showing, by provinces, the Fair Wages Conditions prepared, 1925-26

Department of Government	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Alberta	British Columbia	Saskatchewan	Total
Marine and Fisheries.....			2		1					3
Railways and Canals.....				1	10					11
National Defence.....			1	1	1	1		1		5
Indian Affairs.....				1	1		1	1	1	4
Public Works.....	2	17	11	32	21	3		18		104
Total.....	2	17	14	34	34	4	1	20	1	127

POST OFFICE CONTRACTS—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1925-26

Nature of Order	Amount of Order	
	\$	cts.
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	575	69
Making and repairing rubber stamps, daters, etc.....	126	24
Making up and supplying letter carriers' uniforms, etc.....	21,265	05
Stamping pads, ink, etc.....	258	70
Mail bag fittings.....	3,758	30
Scales repaired.....	165	55
Letter box repairs.....	67	50
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	638	77
Making and repairing rubber stamps, daters, etc.....	196	20
Making up and supplying letter carriers' uniforms, etc.....	2,530	06
Stamping pads, ink, etc.....	94	83
Mail bag fittings.....	5,463	90
Letter box repairs.....	51	90
Letter carriers' satchels.....	1,039	58
Making metal dating stamps and type, and other hand stamps and brass crown seals.....	564	77
Making and repairing rubber stamps, daters, etc.....	140	14
Making up and supplying letter carriers' uniforms, etc.....	21,925	18
Stamping pads, ink, etc.....	485	37
Mail bag fittings.....	6,179	25
Letter box repairs.....	72	35
Scales.....	109	30
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	661	82
Making and repairing rubber stamps, daters, etc.....	204	37
Making up and supplying letter carriers' uniforms, etc.....	7,782	73
Stamping pads, ink, etc.....	475	07
Mail bag fittings.....	11,257	50
Scales.....	26	00
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	805	65
Making and repairing rubber stamps, daters, etc.....	142	95
Making up and supplying letter carriers' uniforms, etc.....	16,297	12
Stamping pads, ink, etc.....	63	67
Mail bag fittings.....	7,308	95
Scales.....	289	45
Letter boxes.....	3,058	86
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	949	59
Making and repairing rubber stamps, daters, etc.....	192	83
Making up and supplying letter carriers' uniforms, etc.....	14,075	32
Stamping pads, ink, etc.....	23	28
Mail bag fittings.....	1,517	94
Scales.....	165	25
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	578	00
Making and repairing rubber stamps, daters, etc.....	235	18
Making up and supplying letter carriers' uniforms, etc.....	19,835	20
Stamping pads, ink, etc.....	293	81
Mail bag fittings.....	1,700	00
Scales.....	295	75
Repairs to letter boxes, etc.....	101	65
Making metal dating stamps and types, also other hand stamps and brass crown seals.....	618	20
Making and repairing rubber stamps, daters, etc.....	211	55
Making up and supplying letter carriers' uniforms, etc.....	469	08
Stamping pads, ink, etc.....	164	00
Mail bag fittings.....	24,851	56

POST OFFICE CONTRACTS—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1925-26.—*Concluded.*

Nature of Order	Amount of Order
	\$ cts.
Scales.....	375 50
Repairs to letter boxes, etc.....	51 20
Mail clerks' tin boxes.....	556 41
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	1,892 60
Making and repairing rubber stamps, daters, etc.....	252 58
Making up and supplying letter carriers' uniforms, etc.....	10,137 21
Stamping pads, ink, etc.....	823 08
Mail bag fittings.....	34,367 30
Scales.....	967 15
Repairs to letter boxes, etc.....	98 68
Cotton duck bagging.....	57,535 45
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	1,256 21
Making and repairing rubber stamps, daters, etc.....	359 81
Making up and supplying letter carriers' uniforms, etc.....	14,148 03
Stamping pads, inks, etc.....	123 47
Mail bag fittings.....	27,779 34
Scales.....	842 29
Repairs to letter boxes, etc.....	299 22
Cotton duck bagging.....	30,742 92
Satchels.....	500 63
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	1,081 61
Making and repairing rubber stamps, daters, etc.....	220 68
Making up and supplying letter carriers' uniforms, etc.....	21,459 28
Stamping pads, ink, etc.....	206 43
Mail bag fittings.....	18,840 57
Scales.....	556 96
Repairs to letter boxes, etc.....	260 39
New letter boxes.....	459 68
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	837 62
Making and repairing rubber stamps, daters, etc.....	314 71
Making up and supplying letter carriers' uniforms, etc.....	21,162 66
Stamping pads, ink, etc.....	150 91
Mail bag fittings.....	1,844 65
Scales.....	2,332 41
New letter boxes.....	468 53
Repairs to letter boxes, etc.....	68 05
Total.....	433,735 18

TABLE of Fair Wage Complaints on Government Works and Disposition thereof during the Fiscal Year ending March 31, 1926

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
May 12, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that brakeman's rate being paid on one-man construction trains instead of conductor's rate; also that switchmen not paid for overtime by sub-contracting firm on Section 8.	Investigation by a Fair Wages Officer of the Department of Labour showed both complaints to be unjustified.
May 21, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that fair wages rate was not paid to a workman employed by sub-contractors on Section 7 in the erection of a dragline.	Investigation by a Fair Wages Officer of the Department of Labour showed that this workman was employed as a foreman. No special rates are provided for foreman employed on Government contracts.
May 26, 1925	Welland Ship Canal.....	Railways and Canals..	Alleged that current wage rate was not paid by sub-contractor on Section 8 to workman employed as cable splicer and rigger.	Investigation by a Fair Wages Officer of the Department of Labour showed that this claim was not justified.
June 29, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that certain carpenters employed by a sub-contracting firm on Section 7 did not receive the fair wages rate for overtime.	Investigation by Fair Wages Officer of the Department of Labour showed that complaint was justified and further payments were accordingly made by the sub-contractors to the workman for service performed in excess of 8 hours per day.
Aug. 18, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that workman employed by a sub-contracting firm on Section 7 as locomotive crane operator did not receive the current wages rate for this class of service.	Investigation by a Fair Wages Officer of the Department of Labour showed that complaint was justified and payment was made accordingly.
Aug. 7, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that a sub-contracting firm on Section 7 was discharging Canadian engineers and replacing them by Americans.	Investigation was made by a Fair Wages Officer of the Department of Labour and assurance was given by the sub-contracting firm in question that preference would be shown to Canadian workmen.
Aug. 11, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that certain workmen employed in pile-driving operations by a sub-contracting firm on Section 7 were not receiving current wage rate.	Investigation by a Fair Wages Officer of the Department of Labour showed that the workmen in question were performing the work of common labourers and that the complaint regarding their wage rates was not justified.
Oct. 11, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that an engineer employed by a sub-contracting firm on Section 6 had not been paid the current rate for overtime service.	In the absence of more definite information this complaint was not entertained.
Dec. 31, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that a labourer engaged in handling heavy timber for a sub-contracting firm on Section 7 did not receive current wages rate for this class of work.	Investigation by a Fair Wages Officer of the Department of Labour showed that this complaint was not justified and that the workman received considerably more than the rate paid to common labourers.
July 17, 1925	Welland Ship Canal.....	Railways and Canals	Alleged that locomotive engineer employed by a sub-contracting firm on Section 7 did not receive amount due him for overtime service.	Investigation of this complaint was made by a Fair Wages Officer of the Department of Labour and the result communicated to complainant. It was found that the firm with whom the workman had been employed had completed their sub-contract some time before and were no longer in the district.
Jan. 6, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged that a workman employed by a sub-contracting firm on Sections 3 and 4 did not receive current wage rate of pipefitter.	Investigation by a Fair Wages Officer of the Department of Labour showed that this workman had been employed as a helper and as a brakeman. The Fair Wages Officer arranged for a meeting between complainant and his employer. The Department of Labour was not furnished with information definite enough to warrant it in making any ruling.
Jan. 26, 1926	Welland Ship Canal.....	Railways and Canals	Alleged that payment was not made to a carpenter's helper by contractors on Sections 3 and 4 for overtime service at current rates.	Investigation by a Fair Wages Officer of the Department of Labour showed that the complaint was justified and payment was made by contractors of amount due this workman for overtime.
Dec. 14, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that dragline operators employed on Section 7 were not receiving current rate of wages for that class of service.	Investigation was made by a Fair Wages Officer of the Department of Labour and as a result it was agreed between the complainants and the employing company that the question involved should remain in abeyance.

TABLE of Fair Wage Complaints on Government Works and Disposition thereof during the Fiscal Year ending March 31, 1926—Continued

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
Feb. 26, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that pumpmen and stationary firemen employed by a sub-contracting firm on Section 7 were entitled to special rates for Sunday work.	Complainant was informed that no special rates had been sanctioned for Sunday work for these classes.
Dec. 12, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged non-payment of overtime rates to carpenters working for more than 9 hours a day for one of sub-contracting firms on Sections 1 and 2.	Investigation by a Fair Wages Officer of the Department of Labour showed that the claim was justified and payment was made to the claimant by the sub-contractors at the rate of time and one-half for overtime.
Oct. 4, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged non-payment of current wages to a night watchman by the contractors for Section 3.	Complainant was informed that no special rates had been sanctioned by the Government for watchmen.
May 8, 1925	Welland Ship Canal.....	Railways and Canals.	Desire of a pumpman employed on Section 3 for the substitution of a two-shift day for that of three shifts.	Complainant was informed that, in view of the general desire for the shorter working day, it was impossible to accede to his request.
Nov. 5, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged non-payment of current wage rate to a workman employed as switchman and flagman by a sub-contractor on Section 4.	Investigation by one of the Fair Wages Officers of the Department of Labour showed that this workman had not been employed as a switchman but as a flagman. In the absence of information from the complainant no further action was taken on this claim.
Apr. 29, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that current wage rate was not being paid to a watchman who performed duty also as a fireman on Sections 3 and 4.	Investigation by a Fair Wages Officer of the Department of Labour showed that this complaint was not justified.
July 9, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that a workman employed as steam shovel watchman by one of the sub-contractors on Section 3 was not receiving current wages rate for this class of service.	Investigation by a Fair Wages Officer followed by a ruling of the Minister of Labour fixing a rate of 70c. an hour for this class of service, identical with rate paid to steam hoist runners.
June 11, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that pile driver engineers in certain cases were not receiving the current wages rate.	Investigation by a Fair Wages Officer of the Department of Labour showed that the complaint was not well founded.
June 11, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that rate approved by Minister of Labour for steam and operating engineers in April, 1925, did not accord with current wages conditions in district.	Investigation by Fair Wages Officer of the Department of Labour showed that the complaint was not well founded.
June 8, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that locomotive engineers and firemen employed on Sections 3 and 4 were not being paid for full time of service.	Following an inquiry by a Fair Wages Officer of the Department of Labour into wages rates and working hours current in the district, a revised schedule was approved by the Minister of Labour effective April 1st, 1925.
Jan. 1, 1925	Welland Ship Canal.....	Railways and Canals.	Request was made by the Contractors for several sections of the Canal for a revision of the schedule of wages, rates and hours of labour which had been sanctioned by the Minister of Labour in 1923.	
April 6, 1925	Welland Ship Canal.....	Railways and Canals.	Alleged that current wages rate was not being paid to carpenters on Section 7 employed in construction of office, store-house, sleeping camp and dining room buildings.	Following an investigation by the fair wages officer of the Department of Labour a ruling was given by the Minister that the rates of wages sanctioned by him on April 1st were applicable to this work.
May 4, 1925	Welland Ship Canal.....	Railways and Canals.	Petition of certain carpenters and carpenters' helpers for sanction of a ten-hour working day.	Investigation by Fair Wages Officer of the Department of Labour indicated that the 8-hour day was generally current in the district for carpenters and the 9-hour day for carpenters' helpers. Under these circumstances the Minister of Labour indicated that it was impossible for him to accede to the petition. Inquiry showed also that a considerable number of the petitioners were not resident in the district.

Nov. 10, 1925	Trent Canal, Lock 23.....	Railways and Canals.....	Alleged that carpenters were not receiving current wage rate.	Investigation by a Fair Wages Officer of the Department of Labour showed that carpenters were entitled to 65c. an hour, whereas the rate in effect on the contract was 60c. The rate of 65c. was made effective by the contractor from Nov. 25th, the date on which the ruling of the Minister of Labour was given.
March 6, 1926	Vancouver, B.C..... No. 2 Elevator.	Harbour Com'n.....	Alleged that steam hoisting engineers employed on construction of a dry-dock house on No. 2 Elevator had not received current wages rate.	Investigation by a Fair Wages Officer of the Department of Labour showed that the workmen in question had received a rate of \$7.00 per day, whereas the rate was made by contractors.
Feb. 4, 1926	Vancouver, B.C..... Government Assay Office.	Public Works.....	Alleged that current wages rate not paid to electrician employed in removal of electrical equipment.	Investigation by a Fair Wages Officer of the Department of Labour showed that the complaint was justified and payment was made to the workman accordingly.
Feb. 20, 1926	Esquimalt, B.C..... Government Drydock.	Public Works.....	Alleged that steam and operating engineers were not receiving the current rate of wages for work performed on Sundays.	Investigation by a Fair Wages Officer of the Department showed that the complaint was not justified.
Feb. 1, 1926	Vancouver, B.C..... Harbour.	Marine and Fisheries.....	Alleged that fireman employed on dredging operations were not receiving current wage rate.	Investigation was made by a Fair Wages Officer of the Department of Labour and an increase was made in the wage rate for this class of service.
Jan. 8, 1926	Esquimalt, B.C..... Government Drydock.	Public Works.....	Complaint re working hours of drilling crews.	Investigation by Fair Wages Officer of Department of Labour and discussions with the employing firm and labour representatives resulted in the establishment of an 8-hour working day.
May 23, 1925	Vancouver, B.C..... No. 3 Elevator.	Harbour Com'n.....	Alleged that current wages rates, were not being paid to pile drivers' labourers for overtime service.	Investigation by a Fair Wages Officer of the Department of Labour showed that it was not the custom to pay overtime rate for common labour; the claim was therefore not allowed.
Dec. 15, 1925	Port Clements, B.C..... Wharf.	Public Works.....	Alleged that current rate of wages was not being paid to certain classes of workmen.	Investigation by a Fair Wages Officer of the Department of Labour showed that the complaint was justified. Certain changes were made in the wages rates accordingly.
June 22, 1925	Courtenay, B.C..... Post Office building.	Public Works.....	Alleged that a carpenter was not receiving current wage rate.	Investigation by a Fair Wages Officer of the Department showed that the complaint was not justified.
Jan. 26, 1925	Kenora, Ont..... Norman Dam.	Interior.....	Alleged non-payment of current wage rate to common labourers.	Investigation by a Fair Wages Officer of the Department was followed by a ruling of the Minister of Labour in favour of a minimum wage rate of 35c. an hour for common labourers. The minimum wage rate for labourers in effect on the contract previously had been 30c. Effect was given by the contractors to the Minister's ruling.
July 25, 1925	Prince Rupert, B.C..... Grain Elevator.	Trade and Commerce.....	Alleged non-observance of current working hours in the case of labourers.	The contractors were advised that it would be necessary to adhere to the 8-hour working day as the same had been established by law and custom in connection with building operations in British Columbia.
Aug. 10, 1925	Prince Rupert, B.C..... Grain Elevator.	Trade and Commerce.....	Strike of common labourers for increased wages.	Investigation by a Fair Wages Officer of the Department of Labour and conference between the contractor and labour representatives, resulted in an agreement for an increase in the wage rate of common labourers from 50c. to 57½c. an hour, with time and one-half for overtime beyond 8 hours.
April 22, 1925	Montreal, P.Q..... Harbour Com'n.	Marine and Fisheries.....	Alleged non-payment of current wage rate to carpenters.	Investigation by a Fair Wages Officer of the Department of Labour went to show that this complaint was not well founded.
Nov. 27, 1925	Montreal, P.Q..... St. Denis Street Post Office.	Public Works.....	Alleged non-payment of current wage rate to carpenters.	Investigation by a Fair Wages Officer of the Department of Labour showed that the current wage rate for carpenters had not been observed in all cases and a settlement was accordingly made by the contractors with the workmen concerned.
Oct. 1, 1925	Cardston, Alta..... Indian School.	Indian Affairs.....	Alleged non-payment of minimum rate fixed in fair wage schedule for electrical workers to certain workmen of this class.	Investigation made through the Government Inspector of Construction went to show that the complaint was without foundation.
Feb. 16, 1926	Cardston, Alta..... Indian School.	Indian Affairs.....	Alleged non-payment to labourer of minimum rate provided for that class of service in the fair wage schedule of the contract.	Investigation by the Government Inspector of Construction went to show that no charge was made to this workman by the contractor for camp privileges. It was not felt that the workmen had sustained any injustice.
Mar. 25, 1926	Midland, Ont..... Wharf.	Public Works.....	Alleged that current wage rate was not being paid to labourers.	Investigation by a Fair Wages Officer of the Department of Labour showed that this complaint was not well founded.
Oct. 13, 1925	Esquimalt, B.C..... Dry Dock construction.	Public Works.....	Strike of riveters employed in construction of lock gates for higher wages.	Investigation by a Fair Wages Officer of the Department of Labour showed that the workmen concerned were already receiving the wages rates current in the district. Certain adjustments were made by the employing company and the men resumed work following conferences with the Government Fair Wages Officer in which matters were fully explained.

TABLE of Fair Wage Complaints on Government Works and Disposition thereof during the Fiscal Year ending March 31, 1926—*Concluded*

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
July 29, 1925	Montreal, P.Q. Bridges contract. Harbour Com'ts.	Marine and Fisheries.	Request received from labour representatives for preparation of a fair wages schedule.	The Bridge contracts contained the general fair wage clause and enquiry by Fair Wages Officers of the Department of Labour did not disclose any violations of the fair wages conditions.
Aug. 21, 1925	Montreal, P.Q. Bridges contract. Harbour Com'ts.	Marine and Fisheries.	Alleged that current wage rate was not being paid to carpenters employed on substructure of bridge construction.	Enquiry showed that the contractors were not employing regular carpenters in the crib and cofferdam work and that certain parts of the work were being done by crib builders, accustomed to timber work. The classification of this class of labour had engaged the attention of the Department in 1924 in connection with wharf building in Montreal, and the Department did not find itself in possession of information to warrant it in requiring payment of carpenters' rates to men engaged in this class of work.
Feb. 1, 1926	Montreal, P.Q. Bridges contract. Harbour Com'ts.	Marine and Fisheries.	Alleged that a violation of the labour conditions of the contract had occurred in connection with the rates paid to men cutting stone at points outside of Montreal for the Bridge piers.	The workmen in question were informed that the labour conditions of the Bridge contract were not applicable to stone-cutting done away from the premises on which the Bridge was being erected.
April 30, 1925	Montreal, P.Q. Bridges contract. Harbour Com'ts.	Marine and Fisheries.	Alleged non-payment of current wages rates to workmen employed under compressed air in caissons.	Investigation by Fair Wages Officers of the Department of Labour was followed by a revision of the wages rates of this class of labour, providing for a higher scale of remuneration.

IV. STATISTICS

During the year statistics of strikes and lockouts, wages and hours of labour, prices and cost of living, employment and industrial accidents have been collected and published regularly in the *Labour Gazette*, annual reviews also appearing soon after the close of the calendar year. In accordance with the "Statistics Act, 1918," and under arrangements with the Dominion Statistician, approved by Order in Council dated October 16, 1922, certain classes of these statistics are collected and published in co-operation with the Dominion Statistician, in close association with statistics of general social and economic conditions as organized in the Dominion Bureau of Statistics. The classification of industries and occupations drawn up in the bureau is followed in the compilation of the statistics of labour.

Statistics respecting employment appear in chapter VII of the present report.

STRIKES AND LOCKOUTS IN CANADA, 1925

The number of strikes and lockouts in Canada recorded in 1925 was slightly greater than in 1924, but less than in 1923 and 1922, which in turn were smaller than in any year since 1916. The number of employees involved was smaller than in 1924, but about the same as in 1921 and in 1916. The time loss or number of man-working days lost, however, was about the same as in 1924, being approximately one and three-quarters million days. This was larger than the figure for 1923, but smaller than in 1922, when the total was nearly two million. Each year since 1921 has been marked by disputes involving large numbers of coal miners for relatively long periods of time, resulting in great time loss, but also by a comparatively smaller number of other disputes and by small numbers of employees involved in such disputes. From 1918 to 1921, except during 1919, disputes involving coal miners were unimportant, and, although strikes in other industries involved large numbers of employees, the time loss was relatively small. Prior to 1919, the year of the Winnipeg strike, which alone with metal trade strikes caused a time loss of two million days, the years of great time loss, 1903, 1909, 1910, 1911, 1913, and 1917, were marked by coal mining strikes of considerable magnitude.

The departmental record of strikes and lockouts in Canada was begun on the establishment of the department toward the end of 1900 and particulars of industrial disputes have been given each month in the *Labour Gazette*; also as early in each year as possible a summary statement as to the previous calendar year is printed in the *Labour Gazette* with a statistical analysis. The figures are given for the calendar rather than the fiscal year, because in this form they become more easily comparable with statistics on the same subject gathered in other countries, which also as a rule use the calendar year.

The record of the department includes lockouts as well as strikes, but a lockout, or an industrial condition which is undoubtedly a lockout, is rarely encountered. In the statistical tables, therefore, strikes and lockouts are recorded together, the term dispute being used with reference to either.

A strike or lockout included as such in the records of the department, is a cessation of work involving six or more employees and lasting one working day or more. Disputes of less than one day's duration and disputes involving less than six employees have not been included in the published record unless a time loss of 10 days or more is caused. A separate record of such disputes involving less than 10 days time loss is maintained in the department. During 1925 there was one such dispute, involving 7 employees for 4 hours, making a time loss of 28 hours, or about 3 working days.

The figures in this report are inclusive of all strikes which come to the knowledge of the department, and the methods taken to secure information practically preclude probability of omissions of a serious nature. So far as concerns figures given with respect to duration of strikes, numbers of employees involved, etc., it is impossible always to secure exact information, but the estimate made in such cases is the result of painstaking methods in the collection of data, and, with increasing experience in dealing with the subject it is believed that the statistics indicate the conditions with reasonable precision. The estimate of time loss is reached by multiplying the number of working days during which each strike lasted by the number of employees involved in the dispute from time to time so far as known.

The accompanying chart of the time loss in working days by groups of industries for each year back to 1901, shows that in mining considerable time loss occurred in 1903, 1909, 1910, 1911 and 1913, and again in 1917, 1919, 1922, 1923, 1924 and 1925. In metal trades no great time loss appeared except in 1919, when the strikes in the metal trades in various cities and the general strike in Winnipeg in sympathy with the metal trades' strike there, caused a time loss of about two million days. In 1918 and 1920, however, the time losses (in these trades) were larger than in other years. In building and construction considerable time loss appeared in 1903, 1907, 1911 and 1919. In transportation there was considerable time loss only in 1901, due to a strike of trackmen, in 1908, due to a strike of railway shop machinists, and in 1918 and 1919, due to numbers of strikes in street railway operation, as well as among freight handlers, in local transportation, cartage, etc.

The following notes deal with the chief features in strikes and lockouts during the year 1925.

DISPUTES IN MINING

The mining industry accounted for most of the time loss for the year, about 90 per cent, and also for the largest proportion of the number of employees involved, approximately 80 per cent. This was chiefly due to a single dispute in coal mining in Nova Scotia from March to August. All of the 14 disputes in the mining industry were in coal mines, except one, a strike of gold miners in Ontario involving eleven employees for two days.

General reductions in wages of coal miners were made in Nova Scotia, in Alberta, and in British Columbia, both in the Crowsnest Pass field adjoining Alberta and in Vancouver island. The coal mining industry has experienced considerable depression since 1923, and, though the union agreements providing for the 1920 wage scale in union coal mines throughout the United States, expiring in March, 1924, were renewed till March 31, 1927, by the "Jacksonville Agreement," there were strikes and lockouts in both the United States and Canada in 1924 and 1925, resulting in wage reductions in many instances.

The Nova Scotia Coal Mining Dispute, March 6-August 10.—The most important dispute was that involving about 12,000 coal miners in various parts of Nova Scotia in a cessation of work from March 6 to August 10, resulting from a proposed reduction in wages of 10 per cent. The four employing companies involved, operating mines in Glace Bay and its neighbourhood, at Sydney Mines, at Stellarton and Thorburn in Pictou county, and at Springhill in Cumberland county, were constituents in one holding company, and, on the refusal of the employees to agree to a reduction when the agreement should expire in January, 1925, applied for a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act, 1907. The board was established, but found that it could not proceed, as the statute had recently been declared *ultra vires* by the Judicial Committee of the Privy Council. The board attempted to settle the dispute by conciliation, but, failing to do so, recommended a thorough investigation by a competent authority. Var-

ious proposals were made by the parties to the dispute and by the provincial government, but none were accepted. The cessation of work on March 6 was precipitated by the reduction in operations in certain mines and by the withdrawal of credit at company stores for employees in such mines. The organization of the miners called a "100 per cent strike," as authorized at a district convention at the commencement of the dispute, that is, maintenance men were called out. This was contrary to the practice in coal mining disputes, as the parties usually agree that maintenance men shall take care of the mines as long as strike breakers are not employed, and in some cases provision is made for development work or mining of coal for the mine boilers. Maintenance work was carried on by officials for some time, but later the mines were picketed and disputes arose, accompanied by disorders resulting in the calling in of the militia by the provincial authorities as provided by the amendment to the Militia Act following disturbances in 1923. Mediation of the Minister of Labour, the provincial government and various persons, including the International President of the United Mine Workers of America, failed to bring about a settlement. Following a provincial general election, the new government proposed an arrangement which was accepted and work was resumed August 10.

The wage scale of 1923, 6 to 8 per cent lower than that for 1924, was accepted for six months, pending an inquiry by a commission appointed by the provincial government to make a thorough investigation of the coal mining industry in Nova Scotia, including its relations with other industries. Early in January this commission recommended that the wage reduction of 10 per cent should be made, but that wages should be adjusted according to the financial results from the coal mining operations and not according to the proceeds from all the industries related. Recommendations were also made as to housing for miners and other conditions.

Coal Mining Disputes in Alberta.—The other principal disputes in coal mining were in Alberta and resulted from general reductions in wages. The signing of the agreement of October 10, 1924, between the Western Canada Coal Operators' Association and the United Mine Workers of America, District 18, terminating the strike of some 7,000 miners in southern Alberta and south-eastern British Columbia from April to October, 1924, on the basis of a 12½ per cent reduction in wages, was followed by the closing down of some of the mines affected in the winter months, the operators stating that the mines could not be operated as the wage scale was too high. Certain operators and their employees then broke away from the association and from the union respectively and entered into separate agreements providing for lower wage scales, the movement spreading eastward from the Crowsnest Pass field and northward. Negotiations to amend the district agreement failed and the disintegrating movement spread during the spring and early summer. In June the district officers of the union entered into an agreement with the operators in the Red Deer Valley, still parties to the district agreement, to reduce the wages about 15 per cent. A large number of miners refused to accept this arrangement, broke away from the union, organized an independent union, and picketed the mines which began to work under it, June 1, 1925. Whether these miners were on strike or not is not clear, as the mines in which most of them were employed had not been operating for some time and did not attempt to operate. There is, however, little doubt that the dispute curtailed mining operations for the summer. Towards the end of September, the mines opened and the miners returned to work, the new scale going into effect but without an agreement. Subsequently, on November 30, some of them again struck for an increase in wages, but returned to work by December 23, without an increase. In the meantime the miners under the United Mine Workers' agreement received an increase of 5 per cent, some increases being 50 cents per day, the agreement being amended accordingly.

The coal mines in the city of Edmonton and its immediate neighbourhood had been operating under agreement between the operators and a miners' union affiliated with the Canadian Federation of Labour since September, 1923. These agreements, which had been renewed in 1924 following an inquiry by a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act, 1907, expired at the end of June, 1925. The operators proposed a wage reduction of between 10 and 20 per cent for various classes and a cessation of work occurred involving 400 miners. The Fair Wage Officer of the Department mediated and secured an agreement for a settlement between some of the operators and their employees. This provided for a wage cut of 13 per cent for the contract miners and 10 per cent for the day miners.

This was not accepted by a vote of the miners and the strike continued. During the summer there is little demand for coal and, as it cannot profitably be stored, there is little mining. In August, when the demand for coal increased, the miners accepted the settlement previously rejected and returned to work on August 26.

Disputes in Vancouver Island.—Wages of coal miners in Vancouver Island had been adjusted quarterly according to changes in the cost of living since 1917, the bonus rising from 50 cents per day in the spring of 1918 to \$2.10 at November 1, 1920, and being down to about 90 cents by November, 1924, when the arrangement was altered, the bonus being placed at about 90 cents, subject to changes in competitive conditions. This arrangement was a feature of the agreements between the principal operators and the committees of their employees. In May, 1925, some of the operators stated that competition from other mine operators compelled them to reduce the bonus by 60 cents per day. At some of the mines this was accepted, at others a modification was made for employees below \$4.20 per day, but at Nanaimo the miners went on strike June 5, returning to work on June 13, at the reduction proposed. This cessation of work involved 1,090 miners for seven working days.

DISPUTES IN MANUFACTURING OF CLOTHING

A large number of the disputes occurring in the various sections of this industry were owing to alleged violations of union agreements, or to maintain existing wages and working conditions. Both in the men's clothing factories and women's clothing factories in Montreal and Toronto a number of strikes occurred to maintain union wages and working conditions or to secure recognition of the union or union conditions as to wages and working conditions. In most cases these resulted in favour of the employees. The two most important of these were strikes to secure recognition of unions, with union hours and wages, involving 115 factories and 1,350 employees in Montreal, and 60 factories and 1,200 employees in Toronto, beginning in February and ending in the spring, both being successful. Another dispute causing considerable time loss was in Montreal to maintain union conditions in a men's clothing factory, where the employer, when the union alleged that he had violated the agreement, operated under open shop conditions, replacing the strikers. This strike, beginning in August, was not called off by the union until the end of October and involved 181 employees for 51 days. In hat and cap factories three disputes occurred to secure or to maintain union wages and working conditions and resulted in favour of the employees.

DISPUTES IN MANUFACTURING OF BOOTS AND SHOES

The three disputes in this industry were against new wage scales containing piece rates, which the employees stated would seriously reduce their earnings. In the first, that at Montreal, at the end of January the employees were successful. A similar dispute in the same city shortly after was settled by a

compromise. The third occurred at Quebec toward the end of the year and involved over two thousand employees, while many more were reported to be indirectly affected. An arrangement was made after two weeks' cessation of work to resume at a partial reduction, the new wage scale to be settled by arbitration.

DISPUTES IN THE FUR MANUFACTURING INDUSTRY

One of the most important disputes of the year occurred in the fur factories in Montreal. The agreement under which the factories were operating expired at the end of 1925, and the employees wished to include provisions for better wages and working conditions, with preference in employment for union members. The employers were willing to renew the old agreement but declined to agree to the changes proposed. Negotiations were broken off, and the employers, fearing a strike later during the busy season, required their employees to sign individual agreements for the balance of the year. Some who refused were dismissed and the union called a general strike in all shops not under the union agreement. The picketing which ensued resulted in some arrests on charges of intimidation and assault, the trials being postponed with the accused out on bail. From time to time the employers replaced the strikers, and the latter in turn secured work in other shops, but at the end of the year there were still 420 on strike and receiving strike pay.

DISPUTES IN IRON AND STEEL MANUFACTURING

The four disputes in this industry involved moulders in strikes against reductions of wages, 5 per cent in three cases and 10 per cent in the fourth. In one case a compromise at $2\frac{1}{2}$ per cent was effected, but in the other cases the strikers were replaced. In the dispute at Owen Sound nine of the strikers were still out at the end of the year.

DISPUTES IN THE FISHING INDUSTRY

The two disputes in this industry occurred in the salmon fisheries on the Fraser river at New Westminster, B.C., the one in the spring and the other in the autumn, over the rates to be paid by the canners for certain varieties of fish. In each case a compromise was reached and work was resumed after a week's loss of time.

DISPUTES IN BUILDING

A number of the disputes during the year were caused by disagreements as to union jurisdiction. Two strikes of plasterers arose out of differences between the two unions in which plasterers may be members in various localities, the settlement reached in 1911 being no longer satisfactory to both parties. This dispute affected plasterers in a number of cities in the United States and was finally referred to arbitration, existing conditions to remain undisturbed in the meantime. In the dispute at Kingston the two unions agreed to let the matter drop, and in the dispute at Toronto the building at which it occurred was finished before a settlement was reached. The dispute involving stone masons at Kingston was in regard to whether stone masons or stone cutters should do certain work, and after one day a settlement was reached. In the eight disputes regarding changes in wages and hours, the employees were not successful in four cases, but were partially successful in two and secured their demands in two cases. In the two strikes at Kingston against the employment of alleged labourers to do the work of mechanics the employees were substantially successful.

DISPUTES IN WATER TRANSPORTATION

The three disputes in this industry involved Chinese employees on boats trading from British Columbia ports. In the first case the men stopped work because a bonus to which they had become accustomed had not been paid, but on its payment they returned to work. In the next case the men refused to work before reaching a Canadian port and were taken into custody. Upon the arrival of the boat at Victoria the men were charged with a violation of the Merchant Shipping Act, in not living up to the contract signed at Vancouver some months before. They were sentenced to imprisonment for sixty days and at the end of the term were deported to China. The men asked for wage increases, but it was also stated that the refusal to work was in conformity with instructions from the organization in China to which they belonged, which had called a strike of seamen on all British ships. The third strike of Chinese seamen occurred before reaching the port of New Westminster, and the men were taken into custody there and prosecuted at Vancouver for violation of the Merchant Shipping Act. They were said to be acting on orders from the organization at Shanghai and in sympathy with the strike of seamen there, and were sentenced to six weeks' imprisonment and then to be deported.

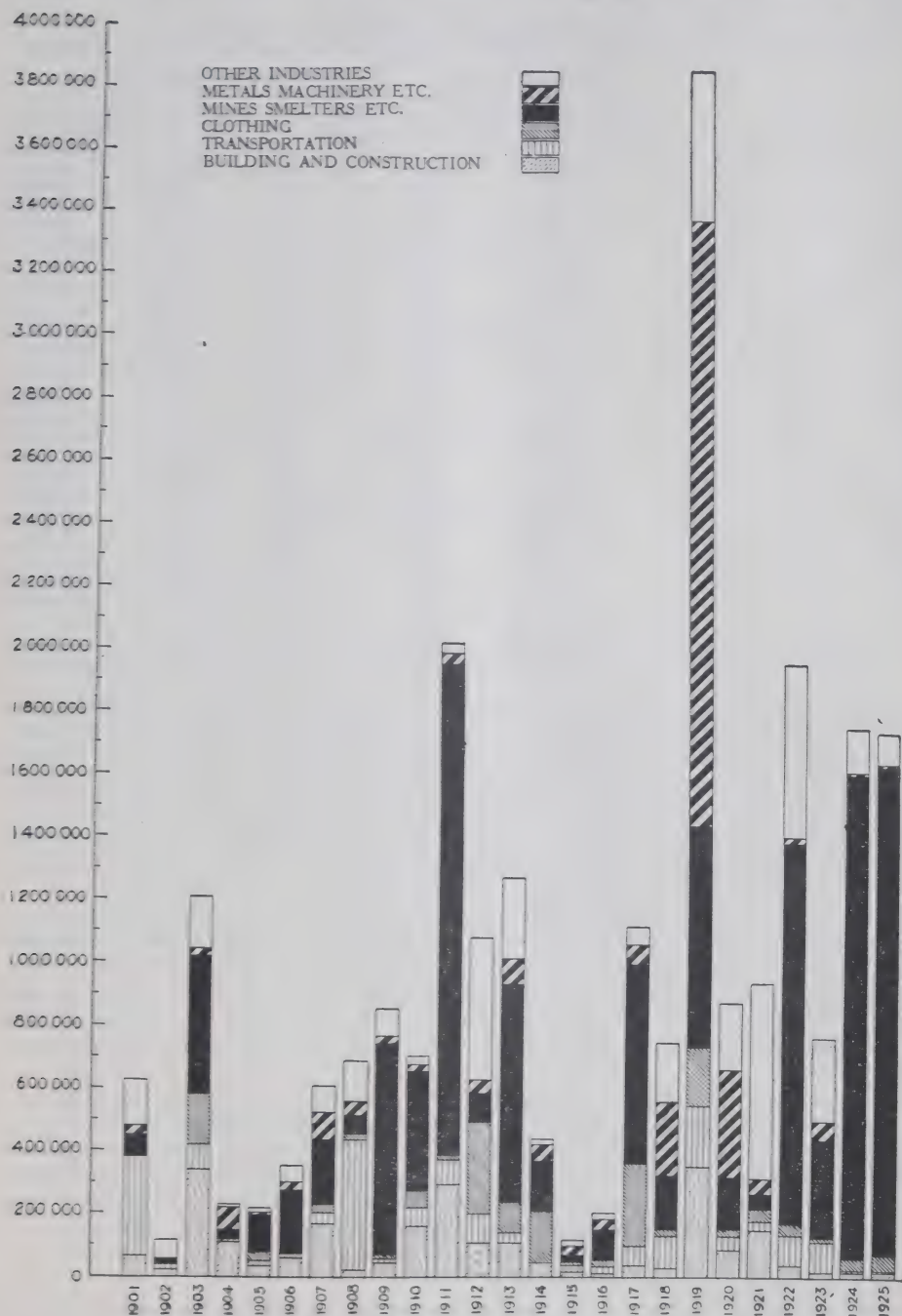
ANALYSIS OF STATISTICS

An analysis of the disputes during the year by the number of employees involved shows only one dispute involving more than 10,000 employees (the coal mining dispute in Nova Scotia), which, however, caused a time loss of nearly a million and a half working days, about 85 per cent of the total for the year. There was one dispute involving between 1,500 and 2,500 employees, namely, boot factory employees at Quebec in November. It appears that 28 out of the 83 in existence during the year involved less than 25 employees each, and that 67 disputes involved less than 250 employees each, and that these resulted in comparatively little time loss, 3.4 per cent of the total for the year. It appears, therefore, that, apart from a few important strikes, the year has been marked by a number of disputes involving relatively small numbers of employees for short periods of time.

An analysis by time loss bears out the indication of the preceding paragraph that most of the disputes for the year resulted in relatively little time loss, most of this being due to the one dispute.

By duration the analysis shows that 26 out of 83 disputes lasted less than five days, and that 59 lasted less than 30 days. Ten disputes lasting over 30 days (outside of those untermiated at the end of the year or not definitely ended during the year), included half of the employees involved in all disputes and resulted in 90 per cent of the total time loss for the year.

TIME LOSS IN WORKING DAYS THROUGH STRIKES AND LOCK-
OUTS BY GROUPS OF INDUSTRIES EACH YEAR, 1901-25



By provinces, an analysis shows that Nova Scotia had the smallest number of disputes but the largest number of employees and greatest amount of time loss, owing to the great coal mining dispute. In Quebec there was almost the largest

RECORD OF STRIKES AND LOCKOUTS BY YEARS

Year	Number of disputes		Disputes in existence in the year		
	In existence in the year	Beginning in the year	Employers involved	Employees involved	Time loss in working days
1901.....	104	104	273	28,086	632,311
1902.....	121	121	420	12,264	120,940
1903.....	146	146	927	50,041	1,226,500
1904.....	99	99	575	16,482	265,004
1905.....	89	88	437	16,223	217,244
1906.....	141	141	1,015	26,050	359,797
1907.....	149	144	825	36,224	621,962
1908.....	68	65	175	25,293	708,285
1909.....	69	69	397	17,332	871,845
1910.....	84	82	1,335	21,280	718,635
1911.....	99	96	475	30,094	2,046,650
1912.....	150	148	989	40,511	1,099,208
1913.....	113	106	1,015	39,536	1,287,678
1914.....	44	40	205	8,678	430,054
1915.....	43	38	96	9,140	106,149
1916.....	75	74	271	21,157	208,277
1917.....	148	141	714	48,329	1,134,970
1918.....	196	191	766	68,489	763,341
1919.....	298	290	1,913	138,988	3,942,189
1920.....	285	272	1,273	52,150	886,754
1921.....	145	138	907	22,930	956,461
1922.....	85	70	569	41,050	1,975,276
1923.....	91	77	419	32,868	768,494
1924.....	73	63	415	32,494	1,770,825
1925.....	83	81	510	25,796	1,743,996
Total.....	2,998*	2,884	16,916*	861,485*	24,862,845

*In these totals figures for disputes extending over the end of a year are counted more than once.

number of disputes, with a large number of employees and over 100,000 days' time loss, due chiefly to the disputes involving fur workers, clothing workers and boot factory employees. Ontario had the largest number of disputes, 25, with about half as many employees involved as Quebec, but not a very great amount of time loss. Alberta and British Columbia had each 14 disputes, involving about 3,000 employees in each province, there being more time loss in Alberta, as the three coal mining strikes were somewhat prolonged. In British Columbia most of the disputes were in building but were not prolonged.

An analysis by industries shows that the largest number of disputes in a group appears in clothing manufacturing, 19 or 22.9 per cent of all in existence during the year, the mining and building groups coming next, and none of the other groups showing many. The largest number of employees, about 60 per cent, and 90 per cent of the time loss for the year, appear in the mining group. A discussion of the principal disputes in each group appears in the introductory paragraphs.

An analysis by industries and methods of settlement shows that 56 disputes, or nearly 70 per cent of all, were settled by negotiations between the parties, 6 were settled by mediation of outside parties, in one there was a return on employers' terms, in 15 the strikers or locked out employees were replaced, and there were five unterminated or indefinite. In the coal mining disputes in Nova Scotia and the boot factory employees' dispute in Quebec, while resumption of work were brought about by mediation, with partial changes in wages, the matters at issue were left to boards of inquiry.

Statistics by months for the past six years are given in the accompanying table. It shows that disputes are greatest in May or June of each year and tend to become less toward the end of the year. The relatively great time loss shown since 1921 is due mainly to the occurrence of widespread coal mining strikes, lasting for some months, except that in 1923, which lasted less than one month.

STRIKES AND LOCKOUTS, 1920, 1921, 1922, 1923, 1924 AND 1925, BY MONTHS

Disputes in existence							Number of employees affected					Time loss in working days						
1920	1921	1922	1923	1924	1925		1920	1921	1922	1923	1924	1925	1920	1921	1922	1923	1924	1925
35	23	22	18	13	12		2,800	1,765	3,435	2,852	14,294	731	35,535	30,646	68,474	53,966	209,834	5,526
25	31	24	20	17	14		2,345	2,906	3,200	3,950	12,933	3,066	30,920	36,361	62,935	46,030	197,083	27,013
28	32	20	19	13	15		4,116	3,468	2,569	1,533	827	11,891	39,027	55,502	62,737	33,229	11,087	249,400
48	29	26	27	16	13		6,899	4,453	13,086	2,561	8,667	12,149	75,445	63,480	272,946	34,972	199,968	297,949
79	56	31	39	14	19		13,856	9,323	13,433	4,767	7,955	13,240	159,072	175,889	279,857	53,891	202,710	307,229
66	50	25	28	26	23		15,793	10,239	11,093	6,268	12,296	14,761	185,732	188,020	263,402	42,406	214,790	320,594
59	41	21	23	19	21		10,016	9,413	15,553	18,055	8,701	13,458	137,841	92,891	255,734	307,433	210,736	331,976
30	31	25	20	16	20		4,840	3,442	25,364	3,651	9,472	13,430	74,366	73,273	450,692	30,721	206,118	112,524
29	26	23	18	9	14		2,806	3,948	17,736	1,729	7,687	1,297	28,330	59,849	99,732	30,773	183,723	20,553
21	17	18	16	7	8		6,168	1,897	3,240	2,322	8,023	705	72,893	46,036	54,758	50,402	127,763	12,142
14	18	14	15	3	11		2,295	3,354	2,036	2,237	353	3,925	27,269	73,149	48,023	55,978	5,148	38,187
21	18	15	13	3	9		1,822	3,759	2,950	2,446	125	1,532	20,324	61,365	55,986	28,693	1,865	20,903
285*	145*	85*	91*	73*	83*		52,150*	22,930*	41,050*	32,868*	32,494*	25,796*	886,754	956,461	1,975,276	768,494	1,770,825	1,743,996

*These figures relate only to the actual number of disputes in existence and the employees involved during the year, not being a summation in each case of the monthly figures.

PRICES AND COST OF LIVING

The publication in the *Labour Gazette* each month of statistics of retail prices of staple foods, and of coal and wood and coal oil, and as to the rentals of six-roomed workmen's houses in some sixty of the industrial centres of Canada, begun in 1910, has been continued. Since 1921 the figures as to food prices have been secured through the Dominion Bureau of Statistics from representative butchers and grocers in these centres, as well as through the resident correspondents of the *Labour Gazette*. The calculation of a weekly family budget of foods, fuel and rent, in order to show the changes in the costs of these items from month to month, has been continued and supplemented by information as to the changes in the costs of clothing, boots, etc., secured half-yearly, and this has made possible the publication from time to time in the *Labour Gazette* of a table showing, by percentages, the changes in the cost of the principal items of family consumption, as in the accompanying table.

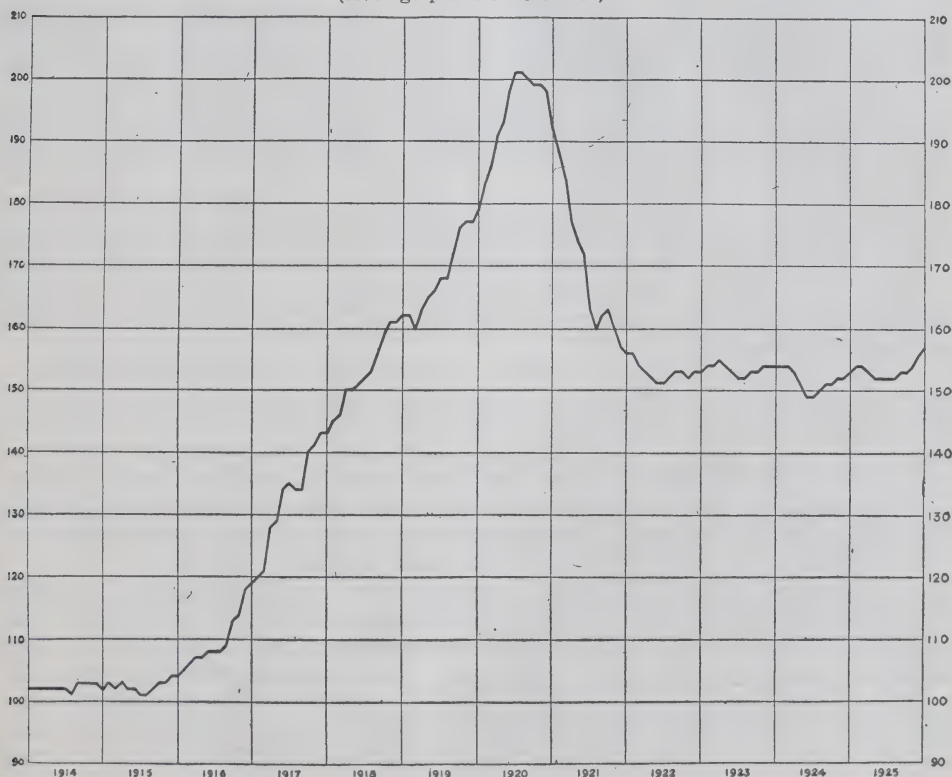
It will be noted that since April, 1922, prices have been comparatively stable, the changes being chiefly seasonal and due to special conditions each year. Foods were down each year in the summer months and up in the winter, the relative level in summer and in the subsequent winter depending upon whether the weather and crop conditions were favourable or not. Toward the end of 1925 high prices of potatoes, butter, cheese and pork brought prices to as high levels as at the end of 1921. Fuel prices, for the most part, were comparatively steady, the exception being in anthracite coal, which began to advance in the autumn of 1925, due mainly to the scarcity in supplies caused by the strike in the United States. Little change has occurred in rent, decreases being reported in only a few localities.

Statistics of wholesale prices compiled and published by the Dominion Bureau of Statistics in continuation of the figures published by the Labour Department from 1910 to 1924, have been included in summary form in the *Labour Gazette* each month. Index numbers of prices constructed by Professor H. Michell, by the Canadian Bank of Commerce, and by the United States Federal Reserve Board have also been given in summary form. The movement of prices, wholesale and retail, in other countries has been dealt with in brief notes in each issue of the *Labour Gazette*, and extensive tables of index numbers showing the movement in those countries for which figures were available have been given quarterly. A supplement to the *Labour Gazette* for January, 1926, contained a review of the prices movement in Canada and other countries during 1925, in addition to the summary tables, there being also included tables giving the figures by groups for the more important index numbers.

CHANGES IN THE COST OF LIVING IN CANADA FROM 1913 TO 1925
(Average prices in 1913=100)

Date	Food	Fuel	Rent	Clothing	Sundries	All
Dec. 1914.....	108	98	92	110	100	102
Dec. 1915.....	111	97	84	125	105	104
Dec. 1916.....	138	110	86	143	110	119
Dec. 1917.....	167	134	94	167	145	143
Dec. 1918.....	186	163	102	198	160	162
Dec. 1919.....	201	166	117	234	180	179
July 1920.....	229	191	134	260	190	201
Dec. 1920.....	202	218	139	235	190	192
Mar. 1921.....	180	208	139	195	188	177
June 1921.....	152	197	143	173	181	163
Sept. 1921.....	161	189	145	167	170	163
Dec. 1921.....	150	187	145	158	166	156
April 1922.....	140	181	145	155	164	152
July 1922.....	140	179	146	155	164	152
Sept. 1922.....	140	189	146	155	164	152
Dec. 1922.....	141	186	146	155	164	153
April 1923.....	145	189	146	155	164	154
July 1923.....	139	182	147	155	164	152
Sept. 1923.....	142	183	147	155	164	153
Dec. 1923.....	146	185	146	155	164	154
April 1924.....	139	180	147	155	164	151
July 1924.....	135	176	147	155	164	150
Sept. 1924.....	140	176	147	155	164	151
Dec. 1924.....	144	175	146	155	164	152
April 1925.....	144	174	145	155	164	152
July 1925.....	143	172	145	155	164	152
Sept. 1925.....	147	173	145	155	164	153
Dec. 1925.....	157	178	145	155	164	157

CHART SHOWING MONTHLY CHANGES IN THE COST OF LIVING IN CANADA 1913-1925
All Items: Food, Fuel, Rent, Clothing, and Sundries
(Average prices in 1913=100)



DEPARTMENT OF LABOUR

WAGES AND HOURS OF LABOUR

Statistics as to wages and hours of labour are secured to a considerable extent in connection with the work of the department on strikes and lockouts, industrial agreements, conciliation and mediation in industrial disputes, proceedings under the Industrial Disputes Investigation Act, 1907, fair wages schedules, and reports of changes in wages and hours. Reports are also secured each year from representative employers in the various industries and from labour organizations as to the rates of wages in effect.

The series of bulletins on wages and hours of labour in Canada begun in 1921 has been continued. Report No. 9, issued as a supplement to the *Labour Gazette* for January, 1926, gave information as to rates of wages in certain trades and industries for each year from 1920 to 1925 inclusive. The scope of the report has been somewhat increased each year, both by the inclusion of more industries and by increasing the number of classes of labour and the number of establishments covered. The accompanying table from Report No. 9 indicates the movement in wage rates during 1925, as compared with previous years for the classes included, and these index numbers are intended to show the trend in wage rates pending the calculation and publication of an index number covering the industries more completely.

It will be seen that by 1920 wages had reached levels almost one hundred per cent higher than in 1913, in some groups the increase being over one hundred per cent, while for the building trades and steam railways the increases were appreciably less, being only about eighty to eighty-five per cent. Since 1920 all groups have shown some decreases, although printing trades and coal mining were higher in 1921 than in 1920, declining somewhat thereafter. The decreases in coal mining in 1925 were comparatively steep and tended to reduce the average for all groups.

In the building trades up to 1919 there were smaller increases in wage rates than in any of the other groups, but in 1920 this group experienced considerable increases. In 1921 decreases of 10 cents per hour were general and in 1922 decreases of 5 cents per hour were numerous. In 1923, 1924 and in 1925, while there were upward movements in the averages, it was due to increases in particular trades and in certain cities and not to an upward movement general for most of the trades and localities.

In the metal trades the increase in wage rates up to 1920 was greater than in most of the other groups, there being a good demand for labour in the manufacture of munitions. During the industrial activity in 1919 and 1920 further increases were effected, but in 1921 and 1922 considerable decreases were made. In 1923 and 1924 some recovery was experienced, but in 1925 conditions were practically unchanged.

In the printing trades, up to 1920 increases were about the same as in the building trades, but in 1921, when many of the three or five year agreements between employers and the unions expired, rates were advanced and hours were reduced in many cases. Since 1921 there have been some reductions, but these were only in a few localities and in some cases were followed by increases later.

In electric railway service, rates had almost doubled by 1920, but declined slightly in 1921 and in 1922, recovering somewhat in 1923 and very slightly in 1924 and 1925. Reductions in rates were general in 1921 and 1922.

In steam railway employment, wage increases were considerable in 1918, 1919 and 1920, but in 1921 decreases averaging about twelve per cent for all classes were effected, and in 1922 decreases for shop crafts, maintenance of way employees, and freight handlers, clerks, etc., were made averaging ten per cent.

In coal mining the index number reached its peak in 1921, increases having been made in the closing weeks of 1920. In 1922 decreases were made in some districts and in other districts in 1923 and in 1924. In 1925 decreases occurred

in the three principal districts, being especially steep in Alberta and southeastern British Columbia (as in 1924), where no decreases had occurred until 1924.

In wages for common factory labour, rates had more than doubled by 1920, but fell steeply in 1921, again in 1922 and slightly in 1923, but recovered a little in 1924 and 1925. In miscellaneous factory trades the recovery began in 1923, an increase also appearing in 1924, but a decrease appeared in 1925 in the average.

In lumbering considerable decreases appeared in 1921, with recoveries in each year thereafter until 1925, when reductions again occurred.

TABLE OF INDEX NUMBERS OF RATES OF WAGES FOR VARIOUS CLASSES OF LABOUR
IN CANADA 1901-1925

(Rates in 1913=100)

Year	Build- ing Trades	Metal Trades	Print- ing Trades	Electric Rail- ways	Steam Rail- ways	Coal Mining	*Aver- age	Com- mon Factory Labour	Miscel- laneous Factory Trades	Logging and Saw- milling
1901.....	60.3	68.6	60.0	64.0	70.8	82.8	67.8	.....	.....	.....
1902.....	64.2	70.2	61.6	68.0	73.6	83.8	70.2	.....	.....	.....
1903.....	67.4	73.3	62.6	71.1	76.7	85.3	72.7	.....	.....	.....
1904.....	69.7	75.9	66.1	73.1	78.6	85.1	74.8	.....	.....	.....
1905.....	73.0	78.6	68.5	73.5	78.9	86.3	76.5	.....	.....	.....
1906.....	76.9	79.8	72.2	75.7	80.2	87.4	78.7	.....	.....	.....
1907.....	80.2	82.4	78.4	81.4	85.5	93.6	83.6	.....	.....	.....
1908.....	81.5	84.7	80.5	81.8	86.7	94.8	85.0	.....	.....	.....
1909.....	83.1	86.2	83.4	81.1	86.7	95.1	85.9	.....	.....	.....
1910.....	86.9	88.8	87.8	85.7	91.2	94.2	89.1	.....	.....	.....
1911.....	90.2	91.0	91.6	88.1	96.4	97.5	92.5	94.9	95.4	93.3
1912.....	96.0	95.3	96.0	92.3	98.3	98.3	96.0	98.1	97.1	98.8
1913.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1914.....	100.8	100.5	102.4	101.0	101.7	101.9	101.4	101.0	103.2	94.7
1915.....	101.5	101.5	103.6	97.8	101.7	102.3	101.4	101.0	106.2	89.1
1916.....	102.4	106.9	105.8	102.2	101.9	111.7	105.7	110.4	115.1	109.5
1917.....	109.9	128.0	111.3	114.6	110.1	130.8	117.5	129.2	128.0	130.2
1918.....	125.9	155.2	123.7	142.9	133.2	157.8	139.8	152.3	146.8	150.5
1919.....	143.2	180.1	145.9	163.3	154.2	170.5	160.4	180.2	180.2	169.8
1920.....	180.9	209.4	184.0	194.2	186.6	197.7	192.1	215.3	216.8	202.7
1921.....	170.5	186.8	193.3	192.1	165.3	208.3	186.1	190.6	202.0	152.6
1922.....	162.5	173.7	192.3	184.4	155.1	197.8	176.8	183.0	189.1	158.7
1923.....	166.4	174.0	188.9	186.2	157.4	197.8	178.4	181.7	196.1	170.4
1924.....	169.7	175.5	191.9	186.4	157.4	192.4	179.3	183.2	197.6	183.1
1925.....	170.4	175.4	192.8	187.8	157.4	165.1	174.8	186.3	195.5	178.7

*Simple average of six preceding columns.

FATAL INDUSTRIAL ACCIDENTS IN CANADA IN 1925

According to reports received by the department, fatalities due to accidents to workpeople in Canada in the course of their employment during the year 1925 numbered 1,044, industries with relatively large numbers being: transportation 257, or 24.6 per cent; mining 166, or 15.9 per cent; manufacturing 161, or 15.4 per cent; logging 139, or 13.3 per cent; construction 130, or 12.4 per cent; agriculture 93, or 8.9 per cent. Most of the accidents in agriculture were recorded from press clippings, and, while it is not known to what extent the accidents in this industry are covered, it is believed that in this respect the record is fairly complete.

The record for all industries showed a decrease during the year 1925, most of the decrease occurring in the logging industry and appearing to be due to a decline in the number employed in this industry during 1925. Decreases also appeared in transportation and in construction.

The classification of fatal accidents according to causes showed that the largest number, 257, came under the category "by moving trains and vehicles," and that 93 of these were caused by persons being struck or run over by, or crushed by or between, cars and engines. Derailments and collisions accounted for 26 accidents, and automobiles and other power vehicles for 30. Animal drawn vehicles and implements caused 27, and water craft caused 43 fatalities. The next most numerous group was that of accidents caused by falling objects. Of these there were 179, 59 being caused by falling objects in mines and quarries, 36 being in coal mining, 19 in metalliferous mining and 4 in non-metallic mineral mining and quarrying not elsewhere specified. Objects falling from elevations, loads, piles, etc., caused 30 accidents. Falling trees caused the death of 53 persons, 41 deaths occurring in the logging industry and 8 in agriculture. Falls of persons accounted for 151 accidents, the largest number of these being 67 falls from elevations, of which 37 were in the construction industry. The group of causes designated "dangerous substances" accounted for 127 accidents, 57 being caused by electric current and 38 by explosive substances. Of the 106 accidents attributed to "other causes," 43 were from drowning, with no particulars available, 20 of these being in the logging industry. Drowning accidents in fishing and trapping were classified under "water craft" where possible.

The classification of fatal industrial accidents under provinces showed the largest number to have taken place in Ontario, which had 410, including 90 in transportation and public utilities, 83 in manufacturing and 82 in construction. British Columbia was second with 204, which included 98 in logging and 50 in transportation and public utilities. Quebec had 178 and led the other provinces in accidents in water transportation.

The table of fatalities by months shows the largest number of accidents to have occurred in October, in which there were 132, with large numbers in November, September and May. In both agriculture and transportation the numbers were larger in the autumn months. The smallest number occurred in February, namely 63. This table gives some information regarding the estimated number of employees in certain of the industries.

TABLE III.—FATAL INDUSTRIAL ACCIDENTS DURING 1925, BY MONTHS

Industry or Trade	January	February	March	April	May	June	July	August	September	October	November	December	Total 1925	Per cent of total	Estimated number of employees*	Ratio of fatalities in 1925 per 1,000 employees	Total fatalities in 1924	Per cent of total	Ratio of fatalities in 1924 per 1,000 employees
Agriculture.....	7	3	6	6	7	6	10	5	14	11	11	7	93	8.9	.....	.....	93	7.3	0.1
Logging.....	25	12	6	13	17	19	9	5	5	13	4	11	139	13.3	33,323	4.2	209	16.5	6.2
Fishing and Trapping....	1	...	3	2	1	...	2	1	1	...	...	2	13	1.2	53,914	0.2	33	2.6	0.6
Mining, non-ferrous smelting and quarrying	14	8	12	15	14	12	16	15	8	27	12	13	166	15.9	64,328	2.6	173	13.6	2.6
Metalliferous mining....	3	4	4	7	7	4	3	9	4	10	6	4	65	6.2	19,809	3.3	52	4.1	3.2
Coal mining.....	9	3	2	3	5	...	5	4	2	15	3	9	60	5.7	27,183	2.2	77	6.1	2.4
Non-metallic mineral mining and quarrying, n.e.s.....	2	1	4	3	...	6	8	1	2	2	3	...	32	3.1	6,648	4.8	32	2.5	4.6
Clay products and struc- tural materials, n.e.s....	...	...	2	2	2	2	...	1	...	...	...	...	9	0.9	10,688	0.9	12	0.9	1.1
Manufacturing.....	9	9	12	13	17	14	14	11	18	18	18	8	161	15.4	.....	.....	163	12.8	.....
Vegetable foods, drink and tobacco.....	1	1	...	2	4	...	1	...	3	3	...	2	17	1.6	54,708	0.3	13	1.0	0.2
Animal foods.....	...	...	1	1	...	1	1	...	...	2	4	...	10	1.0	50,947	0.2	11	0.9	0.3
Textiles.....	...	1	...	...	...	...	3	...	...	...	2	...	7	0.7	84,000	0.1	7	0.6	0.1
Leather, fur and products	...	...	...	2	...	...	...	...	...	1	...	...	3	0.3	...	...	...	...	...
Rubber goods.....	1	...	...	...	...	...	...	...	1	...	...	...	2	0.2	...	...	...	...	...
Pulp, paper and paper goods.....	1	1	2	...	...	4	2	1	4	1	3	1	20	1.9	...	...	22	1.7	...
Printing and publishing	...	...	...	...	...	...	...	...	...	...	...	...	...	...	110,445	0.6	3	0.2	...
Saw and planing mills....	4	3	4	6	2	3	2	4	4	3	1	1	37	3.5	...	...	41	3.2	...
Wood products.....	...	...	1	...	...	1	1	...	...	1	1	...	7	0.7	...	...	13	1.0	...
Iron, steel and products	...	3	2	3	7	5	4	4	5	3	1	1	38	3.6	76,254	0.5	41	3.2	0.5
Non-ferrous metal pro- ducts.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	0.1	0.4
Non-metallic mineral pro- ducts.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	0.1	0.1
Chemical and allied pro- ducts.....	1	...	...	1	...	...	...	1	1	1	4	1	10	1.0	10,940	1.0	7	0.6	0.4
Miscellaneous industries..	1	...	2	...	1	1	...	...	...	3	1	1	10	1.0	20,342	0.5	3	0.2	0.1
Construction.....	3	8	6	7	20	6	11	15	13	16	20	5	130	12.4	.....	.....	195	15.4	.....
Buildings and structures.	2	3	3	3	8	2	2	4	5	7	8	3	50	4.8	.....	.....	86	6.8	.....
Railway.....	1	1	...	...	3	2	...	...	...	...	...	...	9	0.9	.....	.....	26	2.0	.....
Shipbuilding.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	6	0.5	1.5
Miscellaneous construction	1	4	2	4	9	2	9	11	6	9	12	2	71	6.8	.....	.....	77	6.1	.....
Transportation and Pub- lic Utilities.....	20	17	15	13	23	26	19	23	25	38	24	14	257	24.6	.....	.....	310	24.4	.....
Steam railways.....	12	12	8	6	17	6	7	9	8	15	7	7	114	10.9	169,970	0.7	138	10.9	0.8
Street and electric rail- ways.....	...	...	...	1	...	...	1	1	...	...	2	...	5	0.5	17,379	0.3	13	1.0	1.1
Water transportation....	6	2	3	2	2	14	7	4	7	16	7	3	73	7.0	...	...	75	5.9	...
Storage and local trans- portation.....	...	...	3	1	1	...	1	3	6	2	2	1	20	1.9	...	...	39	3.1	...
Telegraphs and tele- phones.....	...	...	...	...	...	2	...	1	...	1	2	...	6	0.6	29,911	0.2	9	0.7	0.3
Public utilities, n.e.s.....	2	3	1	3	3	4	3	5	4	4	4	3	39	3.9	...	...	36	2.8	3.2
Trade.....	...	...	...	...	1	1	1	2	...	3	3	...	11	1.1	.....	.....	12	0.9	.....
Wholesale.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	3	0.2	.....
Retail.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	9	0.7	.....
Service.....	1	2	...	...	...	...	4	3	1	5	2	3	21	2.0	.....	.....	27	2.1	.....
Public and municipal....	1	2	...	...	...	...	4	3	1	3	2	2	18	1.7	.....	...	17	1.3	...
Recreational.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	3	0.2	...
Laundering and dyeing....	...	...	...	...	...	...	...	...	...	2	...	...	2	0.2	...	...	1	0.1	...
Personal and domestic....	...	...	...	...	...	...	...	...	...	...	...	...	1	0.1	...	...	6	0.5	...
Professional.....	...	...	...	...	...	...	...	...	...	...	1	...	1	0.1	...	...	...	...	...
Unclassified.....	1	4	4	5	4	8	4	6	9	1	6	1	53	5.1	.....	.....	55	4.3	.....
Total.....	81	63	64	74	104	92	90	86	94	132	100	64	1,044	...	.....	...	1,270	...	...

* The figures in this column for Manufacturing and its various trades are for 1923, for other industries 1924, Annual Census of Industry.

V. LABOUR GAZETTE

The *Labour Gazette* was published monthly in English and French during the fiscal year ending March 31, 1926, which was the twenty-fifth year of its existence, the average number distributed each month being 10,564 of the English, and 1,473 of the French editions. The average monthly paid circulation was 6,882, or 6,081 of the English edition and 801 of the French. A nominal subscription of 20 cents a year, or 3 cents per copy, is charged, the purpose of the subscription being to keep the distribution within the limits of the actual demand, rather than to pay the cost of production. The subscription list includes the names of chartered banks, employing firms, and labour unions which paid subscriptions in behalf of their individual officers or members. In addition to the paid circulation, the publication is issued gratuitously to certain public bodies and institutions, including government departments, both federal and provincial, municipalities, university and public libraries, boards of trade, labour organizations, newspapers and trade journals, as well as to certain persons who from time to time supply information requested by the department. Free single copies are frequently sent to persons seeking information on subjects dealt with in a particular issue. The average monthly distribution of complimentary copies was 3,682 of the English and 672 of the French edition.

The *Labour Gazette* contains the official record of all proceedings under the Industrial Disputes Investigation Act, 1907, including the full text of the reports of Boards of Conciliation and Investigation established under the provisions of the Act. Information is also given with respect to proceedings under the other statutes administered by the Department of Labour, including the Employment Offices Co-ordination Act, the Technical Education Act, the Government Annuities Act, and the Combines Investigation Act, and to proceedings under the federal Order in Council providing for the payment of fair wages to workmen employed on Dominion Government contracts.

The *Labour Gazette* is the usual medium for the publication of the "statistical and other information relating to the conditions of labour" which, under the provisions of the Conciliation Act of 1900, the department is required to collect, digest and publish. These records include a monthly analysis of prices, wholesale and retail, in Canada, with estimates of the average cost of living, the prices of staple articles, and index numbers of price movements over a series of years. Similar statistics compiled from records in other countries are also given for the purpose of comparison. Periodical statements and tables appear indicating the movements of employment and the extent of unemployment in Canada and in the various provinces and municipalities. This information is derived from three sources: (1) reports received from the 65 offices of the Employment Service of Canada showing the number of applications for work, the existing vacancies, and the number of workpeople placed in positions; (2) reports from trade unions showing the extent of unemployment among their members; and (3) reports from employers throughout Canada showing the number of employees on their pay-rolls. Statistical information on changes in wages and hours of labour is presented from time to time in special articles. Monthly and annual tables of industrial disputes are also given, showing the causes, extent and results of strikes and lockouts in Canada. The agreements entered into between employers and workmen are described each month in detail. Quarterly and annual statistics are given of the fatal accidents that have occurred in the various branches of industry, stress being laid on the causes of these accidents with a view to the possible elimination of some of the risks of industry; and a series of notes on industrial safety and health is also published monthly with the same object.

The labour legislation enacted by the Dominion Parliament and by the legislatures of the various provinces is outlined in the *Labour Gazette* on the conclusion of each session, and note is made, as far as possible, of the outstanding activities throughout Canada under existing Acts or regulations. Each issue contains further an account of important recent legal decisions affecting labour.

The conventions and other activities of labour unions are noted from month to month, with particular reference to legislative proposals put forward by labour representatives. The subject of technical education and apprentice training is also covered in a series of notes in each issue.

Prominence is given in the *Labour Gazette* to the important work of the League of Nations International Labour Organization, the draft conventions and recommendations put forward from time to time being printed in full, and a record kept of the progress of ratifications, both in Canada and in other countries. Reviews are also given of the increasingly valuable publications of the International Labour Office at Geneva, based on expert studies of labour conditions in various countries.

In addition to the regular periodical articles, each issue of the *Labour Gazette* contains special articles on subjects arising out of the general work of the department, as well as notes on current topics of interest to labour.

VI. COMBINES INVESTIGATION ACT, 1923

The following report covers the operations, for the fiscal year ended March 31, 1926, of the Combines Investigation Act, 1923 (Chap. 9, 13-14 Geo. V).

By Order in Council of August 14, 1923, the Minister of Labour was charged with the general administration of the statute. On August 25, 1923, Mr. Harry Hereford, Industrial Engineer of the Department of Labour, was appointed to act as Registrar of the Combines Investigation Act. On September 8, 1925, Mr. F. A. McGregor, the present registrar, was appointed.

Section 2 of the Act defines a combine as follows:—

The expression "combine" in this Act shall be deemed to have reference to such combines immediately hereinafter defined as have operated or are likely to operate to the detriment of or against the interest of the public, whether consumers, producers or others; and limited as aforesaid, the expression as used in this Act shall be deemed to include: (1) mergers, trusts and monopolies so called, and (2) the relation resulting from the purchase, lease or other acquisition by any person of any control over or interest in the whole or part of the business of any other person, and (3) any actual or tacit contract, agreement, arrangement or combination which has or is designed to have the effect of (i) limiting facilities for transporting, producing, manufacturing, supplying, storing or dealing; or (ii) preventing, limiting or lessening manufacture or production; or (iii) fixing a common price or a resale price, or a common rental, or a common cost of storage or transportation; or (iv) enhancing the price, rental or cost of article, rental, storage or transportation; or (v) preventing or lessening competition in, or substantially controlling within any particular area or district or generally, production, manufacture, purchase, barter, sale, storage, transportation, insurance or supply; or (vi) otherwise restraining or injuring trade or commerce

Several investigations have been carried on under the Act during the last fiscal year, certain of them by the registrar, one by a commissioner appointed specially for the purpose as provided for by the statute.

COMBINE IN DISTRIBUTION OF FRUITS AND VEGETABLES

During the fiscal year 1924-25, as stated in the Annual Report of the Department of Labour for that period, an investigation was made into the marketing of fruits and vegetables in Western Canada to determine whether or not a combine existed in connection with the distribution of these products.

The commissioner, Mr. Lewis Duncan, barrister, of Toronto, reported on February 8, 1925, that the evidence showed that the Nash organization of jobbing and brokerage houses, controlled by the Nash Shareholders' Company of Minneapolis, was a combine which was operating, and had operated, detrimentally to the producer and consumer of fruits and vegetables. In accordance with the procedure laid down in the Combines Investigation Act, the Minister of Labour submitted the report to the Attorneys General of the four western provinces for any action they might deem it wise to take, but the interprovincial nature of the business of the Nash houses made it difficult for any one province to assume the task of prosecution. Accordingly, the Dominion Government, at the request of, and with the co-operation of, the provincial authorities, and urged thereto by resolutions from numerous fruit growers' organizations and other public bodies, instituted proceedings against 42 firms and 11 individuals, members of the Nash organization in Canada.

Mr. J. C. McRuer, formerly Assistant Crown Attorney for Toronto, was appointed general prosecutor on behalf of the Dominion, and associated with him at Vancouver during the trial were Mr. W. S. Lane, of Vancouver, and Mr. J. J. Frawley, of the Attorney General's Department at Edmonton. Mr. R. F. McWilliams, K.C., Winnipeg, and Mr. P. Meudell Anderson, Regina, assisted in the preparation of the evidence in their respective provinces.

On June 6, the Acme Fruit Company, Limited, of Calgary, filed a statement of claim in the Supreme Court of Alberta against the Attorney General of Canada, the Attorney General of Alberta, and Mr. Lewis Duncan, for an injunction restraining Mr. Duncan from proceeding with his investigation and a declaration that the Combines Investigation Act, 1923, was *ultra vires*, and that neither the Attorney General of Alberta nor the Attorney General of Canada was entitled to institute prosecutions against the Acme Fruit Company under that Act. No action had been taken by the plaintiffs up to the end of the fiscal year.

On July 15, the Royal Canadian Mounted Police executed search warrants simultaneously in the offices of twenty-three of the Nash companies in Vancouver, Victoria, Calgary, Edmonton, Regina, Saskatoon, Moose Jaw and Winnipeg, seizing a large number of books and documents required by the Crown, which were assembled at Winnipeg, Regina, Calgary, Edmonton and Vancouver. Other documents were seized later and the work of analyzing the records of the various firms was turned over to the Crown accountant, Mr. E. J. Howson, of Thorne, Mulholland, Howson and McPherson, of Toronto. Mr. Howson was assisted by the following firms of chartered accountants: Messrs. Harvey and Morrison, of Calgary; Messrs. Buttar and Chiene, of Vancouver; and Messrs. McIntosh, Cole and Robertson, of Winnipeg.

On September 30, a bill of indictment was preferred before the Grand Jury at the Assize Court at Vancouver, Mr. Justice D. A. McDonald presiding. The bill contained 16 counts against the 53 defendant companies and individuals involving charges of conspiracy to take secret profits, rebates and commissions, to defraud the growers who marketed fruits and vegetables through them, and to make false returns to them while acting as agents, to defraud the public, and, by means of fraud, to affect the market price of these products. In addition to the six charges of violation of the common law, the Secret Commissions Act, and sections 573 and 444 of the Criminal Code referred to, there were four charges of contravention of section 498 of the Criminal Code, by conspiracy to limit unduly the facilities for supplying or dealing in fruits and vegetables, to restrain trade or commerce in these articles, to enhance prices unreasonably and prevent or lessen competition in the sale of fruits and vegetables. Counts 11 to 16 involved charges of violation of the Combines Investigation Act, 1923.

The following were the persons and companies named in the indictment: J. A. Simington, S. P. Lloyd, Wm. Colquhoun, W. E. Carruthers, H. L. Davidson, Gordon Smith, J. F. Parker, H. W. Morgan, Geo. H. Snow, J. W. Dilworth, K. A. Gibson, Mutual (Vancouver), Limited, Mutual Brokers, Limited, of Calgary, Mutual Brokers (Edmonton), Limited, Mutual Brokers of Regina, Limited, Mutual Brokers of Saskatoon Company, Limited, Mutual Brokers, Limited, of Winnipeg, Mutual Purchasing Company, Limited, Robert Forbes Company, Limited, Staples Fruit Company, Limited, Mutual Fruit Company, Limited, Acme Fruit Company, Limited, Mitchell Fruit Company, Limited, Nash-Simington Company, Limited, Brown Fruit Company, Limited, The Royal Fruit Company, Limited, Lethbridge Mercantile Agency, Limited, Alexander Grocery Company, Limited, Camrose Grocery Company, Limited, Medicine Hat Grocery Company, Limited, Red Deer Grocery Company, Limited, Stockton and Mallinson Company, Limited, Lloyd Fruit Company, Limited, Rex Fruit Company, Limited, Canadian Fruit Company, Limited, Moose Grocery Company, Limited, Northern Fruit Company, Limited, Early Fruit Company, Limited, Crown Grocery Company, Limited, Kerrobert Mercantile Company, Limited, Prince Albert Fruit Company, Limited, Smith Fruit Company, Limited, Walker Fruit Company, Limited, Weyburn Grocery Company, Limited, Swift Current Grocery Company, Limited, Bright Emery, Limited, Dingle and Stewart, Limited, Rogers Fruit Company, Limited, Sterling Fruit Company, Limited, Brandon Grocery Company, Limited, Dingle Fruit Company, Limited, Portage Fruit Company, Limited.

The Grand Jury returned a true bill on October 1, and on the following day those of the accused who were residents of British Columbia were arraigned and released on bail of \$5,000 each to appear on October 6 with the rest of the defendants, when they were also given bail of \$5,000 each. The counsel for the defence included Mr. E. P. Davis, K.C., of Vancouver, Mr. H. B. Robertson, K.C., Vancouver, the late Mr. J. H. Senkler, K.C., Vancouver, Mr. A. McLeod Sinclair, K.C., of Calgary, and Mr. J. D. McPhee, Vancouver. On October 6 all accused individuals appeared in person and accused corporations by counsel. The arraignment was adjourned until October 12 to enable the defence to consider their position as to the charges. When the case came before the court on the 12th, Mr. A. McLeod Sinclair moved to quash the indictment, and arguments in support of the motion were advanced by Mr. Sinclair and Mr. Davis to the effect that the Crown had not followed proper procedure in instituting the prosecution, that only an interim report had been made by Mr. Lewis Duncan under the Combines Investigation Act, that the evidence had not been submitted to the Attorney General for British Columbia, and finally that the Combines Investigation Act, 1923, and section 498 of the Criminal Code were *ultra vires* of the Dominion Parliament since they involved property and civil rights, matters reserved under the British North America Act to the provincial legislatures. In view of the amendment to the Criminal Code in 1923 by which the Crown has no appeal where judgment has been rendered against the Crown on a motion to quash or in case of acquittal, and since there were in the indictment charges based on section 498 of the Code which were substantially similar to those preferred under the Combines Investigation Act, counsel for the Crown withdrew the charges preferred under that Act. Mr. Justice McDonald declined to give judgment as to the constitutional validity of section 498 of the Criminal Code on a motion to quash, and stated that he would reserve the point until a motion was made in arrest of judgment.

Application by the defence for trial without jury before a county court judge was opposed by the Crown and a requisition, signed by the Attorney General of the Province under section 825, subsection 5, of the Criminal Code, was filed directing that counts 1 to 6 inclusive be tried by jury. Further application was made for a trial of the corporations by a judge without a jury. It was argued

that the provisions of the above subsection did not apply to corporations as the only punishment that could be levied on a corporation was a fine. This application was refused by Mr. Justice McDonald on the ground that the defendant companies must plead in the court where the indictment had been found. The application of the defence for trial before a Supreme Court judge without a jury on the four charges under section 498 of the Criminal Code was not opposed by the Crown. On the refusal of the defendants to plead, the court directed that a plea of "Not guilty" be entered and the hearing on the first six counts of the indictment be set at the foot of the list of cases to come before the court. On application by the defence for time to inspect the documents seized by the Crown, the trial was ordered postponed for a fortnight, and, in order to avoid interruption at the Christmas vacation, the court granted the request of the Crown for a further adjournment until January 18, 1926.

At the re-opening of the Fall Assizes on January 18, the court proceeded to empanel a jury. As each of the 53 defendants was entitled to twelve challenges, there was delay in securing the required number of jurors. Accordingly, the Crown counsel expressed his willingness to proceed to trial without a jury. The defence, however, would not agree to this suggestion and a jury was empanelled on January 26 after more than 250 jurors and 800 talesmen had been summoned from whom jurors could be chosen. The defence challenged 580 jurors; two were challenged on behalf of the Crown and 38 ordered to stand by.

The Crown's case, as outlined by Mr. McRuer in his address to the jury, rested on evidence showing that the forty-two defendant companies, representing the Nash interests in Canada, were engaged in a conspiracy to defraud the fruit grower and the public through their methods of marketing fruits and vegetables. Thirty-seven jobbing firms carried on business throughout the four western provinces, four being in Winnipeg, two in Regina, two in Moose Jaw, two in Saskatoon, two in Calgary, one in Vancouver that carried on a sort of combined jobbing and brokerage business, and others in smaller places in the Prairie Provinces. Employees of the Nash organization owned stock in various companies as allotted to them through the controlling Nash Shareholders' Company of Minneapolis, and the stock of the brokerage corporations was held by five persons in trust for shareholders of the jobbing corporation. Thus the jobbing houses were in control of the brokerage business, and the broker who morally and legally owed allegiance to the fruit grower was serving also the jobber. The perishable nature of the commodities dealt in added to the difficulties of marketing and rendered the grower more dependent on his broker than he might otherwise have been.

The defendant individuals owned stock in several jobbing houses, and those of them who were supervisors, S. P. Lloyd for Manitoba, W. Colquhoun for Saskatchewan, W. E. Carruthers for Alberta and British Columbia, and J. A. Simington in general charge of the Nash business in Canada, determined the prices at which brokerage corporations should sell to jobbing houses in order that a profit might be made over and above the commission deducted from the amount remitted to the grower and which was not disclosed in their return to the grower, thus violating their obligations as agents for the latter.

The Crown's case against the defendants was based on documents seized by the Royal Canadian Mounted Police on the premises of the accused corporations and those seized by Mr. Duncan in the execution of his commission. Strong objection to the admission of these records as evidence was raised by the defence counsel. The ground taken by the defence was that evidence of conspiracy within the county of Vancouver must be presented before documents seized outside the county could be admitted in evidence. Mr. Justice McDonald ruled that, since the court had jurisdiction throughout the province, it was only necessary for the Crown to prove that an overt act of conspiracy had been committed within the province in order to render admissible documentary evidence

from without the province. This having been done to the satisfaction of the judge, the Crown counsel proceeded to lay this evidence before the court. The admission as evidence of letters and other documents seized by Mr. Duncan during his investigation under the Combines Investigation Act was objected to by the defence on the ground that the statute stipulated that such documents would not be used against the person producing them in any criminal proceedings subsequently instituted against him except in a case of perjury. After hearing argument on this point by the opposing counsel, Mr. Justice McDonald ruled that documents which were obtained from the defendants by Mr. Duncan in any manner other than production by a witness in giving evidence before him were admissible against the defendants on whose premises they were found. Mr. Duncan accordingly produced such documents as came within this ruling and the same were admitted in evidence.

When the Crown's case concluded on February 24, a motion by counsel for Miss K. A. Gibson, of Mutual (Vancouver), Limited, to dismiss the case against her was refused by the court, but Mr. Justice McDonald stated that he would instruct the jury not to convict her on the ground that she was acting under instructions and was not credit manager of the firm. Counsel for the other defendants moved to withdraw the prosecution from the jury, contending that the Crown had failed to prove the accused were parties to a conspiracy, but the court's decision was that the case must go to the jury against all defendants and the defence were instructed to reply to the Crown's charges.

Evidence was given on behalf of the defence and concluded on March 9. After addresses to the jury by counsel for the defence and the Crown, Mr. Justice McDonald charged the jury on March 12. His Lordship stated that in his opinion the evidence did not justify the conviction of Miss Gibson and that the rest of the accused should be acquitted on the fifth count of the indictment, the charge of conspiracy to affect the market price of fruits and vegetables. With regard to the other five charges before them, the judge said: "The biggest principle on which this case stands, the underlying thought throughout the whole question, is the principle which was laid down by the greatest teacher who ever lived when he said, 'No man can serve two masters, for either he will hate the one and love the other or else he will hold to the one and despise the other,' and it is a principle which is as true to-day as it was two thousand years ago." The law of agency was explained to the jury—"No agent is permitted to enter as such into any transaction in which he has a personal interest in conflict with his duty to his principal"; and also the law of conspiracy—"A conspiracy consists of an agreement between two or more to do an unlawful act or to do a lawful act by unlawful means. . . . Now in this case we have before us there is no evidence really to prove any express agreement itself but various acts are sworn to from which you may, if you see fit, conclude that such an agreement was made. Where there is no direct evidence to the fact of conspiracy, then the acts of each and every one of the alleged conspirators may be given in evidence for the purpose of proving that there was a conspiracy, if such acts were done apparently in furtherance of a common design."

The jury retired at noon on March 12 and late in the afternoon of the 13th announced their verdict of guilty on five of the six counts of the indictment against the general manager, J. A. Simington, and the three provincial supervisors, S. P. Lloyd, W. Colquhoun and W. E. Carruthers, and the four corporations, Mutual (Vancouver), Limited, Vancouver; Mutual Brokers, Limited, Calgary; Mutual Brokers, Limited, Regina; and Mutual Brokers, Limited, Winnipeg. Judgment was immediately pronounced by Mr. Justice McDonald, a fine of \$25,000 and imprisonment for one day being imposed on each of the four convicted individuals, and a similar fine on each of the corporations.

Notice of appeal against the judgment of the court was given on behalf of the convicted individuals and corporations on the ground that the defendants

were improperly convicted and that corporations cannot be guilty of conspiracy. The Crown thereupon applied for leave to appeal against the sentences imposed. The application was granted on April 12 and notice of appeal filed accordingly. On May 26 the defence withdrew its appeal and the Crown's appeal was then withdrawn.

The four counts of the indictment under section 498 of the Criminal Code, which the defence applied to have tried by a judge without a jury, were traversed to the Fall Assizes.

COMBINE IN MARKETING OF NEW BRUNSWICK POTATOES

Following an application in December, 1924, for an investigation into an alleged combine in connection with the marketing of the New Brunswick potato crop, the Minister of Labour, Hon. James Murdock, instructed Mr. Harry Hereford, Registrar under the Act, to make an inquiry into the matter.

Mr. Hereford's report, published on June 9, 1925, found evidence of a combine operating through various agreements and arrangements made between the members of the two shipping groups, known as the Porter group and the McCain group, and the Munson Steamship Line and O. R. Estey of Woodstock, N.B. The firms comprised in the Porter group are Guy G. Porter, Limited, Perth, N.B.; Hatfield & Company, Limited, Hartland, N.B.; C. E. Gallagher, Bath, N.B.; B. Frank Smith, East Florenceville, N.B.; Nelles & Clark, Woodstock, N.B.; and Johnston & Turbill, Woodstock, N.B. The members of the McCain group are McCain Produce Company, Limited, East Florenceville; Noddin & Schriver, Woodstock, N.B.; Chipman Phillips, Woodstock, N.B.; Henry Phillips, Woodstock, N.B.; and Wilson, Patterson & Gifford, St. John, N.B. The Porter group played the leading part in these arrangements to control the potato business, particularly the trade with Cuba, the McCain group and O. R. Estey being more or less forced into agreements with the Porter group in order to retain their share of the trade. In the opinion of the registrar, the arrangements made at different times among these groups gave to the large dealers better facilities for shipping potatoes, but the methods adopted and the dominance of the Guy G. Porter Company kept the small dealer out of the market and unduly depressed the price to the New Brunswick grower. Certain activities of the combine were directed against the farmers' co-operative movement and to maintain control of the New Brunswick Potato Exchange. The payment of bribes to employees of competitors in order to obtain information, and the interception of cable messages, were among the unfair methods of competition used by the combine. The arrangements made between the Porter group and the Munson Steamship Line not only gave the former an advantage over competitors in securing shipping space but enabled the Porter group to fix freight charges at a higher rate than required by the company and to split the profit thus made on their competitors' freight between the friends of the combine in Havana and certain members of the Porter group. Shippers were practically forced by the combine to use the Munson Line and were prevented from taking advantage of the lower freights offered by competing lines, such as the Canadian Government Merchant Marine.

On June 11, 1925, the report of the registrar on the investigation into the marketing of New Brunswick potatoes was remitted by the Minister of Labour to the Hon. Ivan Rand, K.C., Attorney General for New Brunswick, for any action it might be considered desirable to take. In view of the provincial elections in August, no action was taken by the outgoing administration. On September 15, 1925, when the new Government took office, the report and evidence were submitted anew to the Hon. J. B. M. Baxter, K.C., Premier and Attorney General. Mr. Baxter later informed the Minister of Labour that he had given instructions to have the documents examined and such action taken as the evidence would justify. Up to the end of the fiscal year no further action had been reported.

ALLEGED COMBINE IN DISTRIBUTION OF FRUITS AND VEGETABLES PRODUCED IN ONTARIO

Following the publication in February, 1925, of the report of the commissioner under the Combines Investigation Act on the alleged combine in connection with the distribution of fruits and vegetables in Western Canada, an application was received for an inquiry into the trade in these products in Eastern Canada. Owing to his experience in the former case, Mr. Lewis Duncan was appointed a commissioner to make an investigation, which had not been completed at the end of the fiscal year.

ALLEGED COMBINE OF BREAD BAKERIES IN MONTREAL

On September 22, 1925, an application was received for an investigation of an alleged combine in the manufacture and sale of bread in the city of Montreal which, it was complained, eliminated competition by fixing uniform prices and withholding supplies of flour or bread from bakers or grocers selling below the fixed prices. An inquiry was made by the registrar, whose report was submitted to the minister and made public on March 26, 1926.

It was represented by the applicants that an advance in bread prices in Montreal early in September, 1925, was due to the operations of three of the largest English bakeries in Montreal which, in April, 1925, had been acquired by a holding company owning and operating other bakeries in Canada and the United States. This opinion was reflected in much of the newspaper comment at the time, and in October the City Council of Montreal, not knowing of the inquiry in progress under the Combines Investigation Act, appointed a committee to inquire into the charges of an attempt to obtain a monopoly of the bread business in Montreal. This committee reported, in February, 1926, that the information secured was insufficient to enable it to determine whether or not a combine existed.

The inquiry made by the registrar disclosed that the increase in prices in September (to 10 cents wholesale and 11 cents retail, for a loaf weighing 24 ounces) was one of a number of attempts made by non-English bakers in Montreal to put an end to a price war which had waged intermittently for some years. Many of the bakers had been selling bread below cost; in many cases they did not know their own costs of production and distribution. The result was to demoralize the whole trade, to provide an inferior bread, often underweight, and the practice on the whole, in this particular business and under the circumstances found to exist, did not appear to be in the public interest. Evidence was secured of a meeting of the non-English bakers, early in September, at which it was decided to try to hold to a uniform price. The understanding arrived at, however, was disregarded by most of them before the end of the month and price-cutting below cost was resumed. Moreover, it seemed clear that the minimum selling prices aimed at were not unreasonable, all costs considered. In view of these considerations, the finding was that no agreement or combine existed which operated to the detriment of the public. As for the three English bakeries, branches of an international baking corporation, the only change in their prices since their purchase by the holding company was a reduction of half a cent a loaf. No case was found in which supplies of bread or flour had been withheld on account of selling below fixed prices.

PROPRIETARY ARTICLES TRADE ASSOCIATION

During the fiscal year, the attention of the registrar was drawn, through informal complaints and discussion in the public press and trade papers, to the proposal to set up an organization of manufacturers, wholesalers and retailers to eliminate price cutting in the drug trade. In May, 1925, a committee was formed at Montreal to organize the Proprietary Articles Trade Association

designed to prevent the cutting of prices on proprietary medicines and toilet articles by providing machinery for the maintenance of resale prices.

Organization was not fully effected until March, 1926, when a constitution governing the association was adopted and officers elected. Applicants for membership in the Proprietary Articles Trade Association are required to sign an agreement not to sell any of the articles on the association's list at prices below those on the list. Manufacturers and wholesalers also agree not to supply any article on the list of the association to any person named by the council of the association on its "stop list" as either selling any proprietary article protected by the association below the fixed price, or allowing a bonus or dividend on the sales, or as supplying any one who sells at less than the fixed prices. Wholesalers and retailers agree further not to try to sell any other article in place of an article on the association's list.

Up to the end of the fiscal year no price list had been issued, but the secretary reported a membership of 111 manufacturers, 16 wholesalers and 2,700 retailers. Information concerning the association's proposals and the conditions which they are designed to prevent has been secured from the officers of the association and from other sources, and the question of the effect upon the public is under consideration.

OTHER APPLICATIONS FOR INVESTIGATIONS

Applications for investigations have been received in connection with business in several other commodities. In one case, the application was not in proper form and was returned to the applicants, who took no further action.

In three of these cases, more or less extensive inquiries revealed no evidence of a combine within the meaning of the Act. No publicity, therefore, was given to the subject of these inquiries, only the applicants, the parties to the alleged combine, and others concerned being aware of the investigation by the registrar.

In another case, inquiry led to the opinion that the practice complained of was in contravention of the Act, and at the end of the fiscal year an effort was being made to have the matter adjusted to the satisfaction of the applicants and in the interests of the public, without recourse to publicity.

In addition to the formal applications for investigations which were received during 1925-26, many complaints have been made to the registrar regarding so-called unfair practices alleged to be in restraint of trade. Many of the complaints have arisen from the changing methods of modern distribution, including the development of chain stores, co-operative buying agencies, department stores, mail order houses, etc., and the efforts of certain wholesalers and retailers to maintain the traditional channels of distribution. Frequent complaints have been made with reference to the fixing and maintaining of resale prices on different commodities, and also as to the refusal of manufacturers and wholesale houses to supply goods to dealers whom they do not regard as bona fide wholesalers or retailers.

VII. EMPLOYMENT OFFICES CO-ORDINATION ACT

The present statement is the eighth annual report of the Employment Service Branch, being for the fiscal year ended March 31, 1926.

FUNCTIONS OF THE BRANCH

The primary function of the Employment Service Branch is administrative—that of administering the Employment Offices Co-ordination Act (8-9 George V, chapter 21). This Act empowers the Minister of Labour,—

- (a) to aid and encourage the organization and co-ordination of employment offices and to promote uniformity of methods among them;

- (b) to establish one or more clearing houses for the interchange of information between employment offices concerning the transfer of labour and other matters;
- (c) to compile and distribute information received from employment offices, and from other sources, regarding prevailing conditions of employment.

The employment offices whose co-ordination and uniformity of methods are sought are the employment offices of the various provincial governments. The desired co-operation of the provinces, one with the other and all with the Department of Labour, is obtained by the device of federal subventions for employment service work provided for in the Act. In view of the close co-ordination of effort which is attained, the employment offices of the several provinces and the federal clearing houses, though each unit retains its individual identity, are considered as a single organization known as the "Employment Service of Canada".

Incidental to the administration of the Act is the supplementary function recited in (c) above—that of collecting, compiling and publishing information which sheds light on the currently prevailing trend of the volume of employment. To fulfil this mission two classes of statistics are regularly prepared: (1) administrative statistics—those showing the volume of work performed by the offices of the Employment Service of Canada; and (2) trade union statistics—those compiled on the basis of monthly returns forwarded voluntarily by some 1,500 local trade unions, showing the percentages of their membership unemployed. These statistics are published monthly in the *Labour Gazette*.

AGREEMENTS WITH THE PROVINCES

The Employment Offices Co-ordination Act, 1918, provides in section 6 (in part) that,—

The payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the minister and the Government of the province as to the terms, conditions and purposes within the meaning of this Act upon and for which the payments are to be made and applied.

Accordingly, during the fiscal year 1925-26, uniform agreements were concluded with all the provincial governments except that of Prince Edward Island. The sum of money which was mentioned in the agreement as being available for payment by the Department of Labour to the provinces was \$150,000, the sum provided by statute. The amount of \$150,000, when distributed among the provinces in proportion to their expenditures on employment office administration and operation, enabled a repayment to them of 34.9 per centum of their gross expenditures. Due to a slight diminution in their gross expenditures, the provinces benefited to the extent of 0.8 per cent more than in the preceding fiscal year. Table No. 1 on page 59 shows in detail the amounts paid to the various provinces, dividing the totals under the different items which are considered legitimate expenditures under the Act. Moreover, on its part the Department of Labour undertook to, and did, furnish the provinces with the different forms utilized in the employment offices. The terms and conditions under which the moneys were to be paid to the provincial governments, as set forth in the agreement, were virtually the same as during the previous fiscal year. That feature of the former agreements, providing specifically for special employment work on behalf of veterans of the Great War who were partially disabled as a result of war services, was again incorporated.

LOCATION OF EMPLOYMENT OFFICES

Every office of the Employment Service offers facilities for both men and women who are seeking work in any occupation, and for employers seeking any sort of help. Obviously, it is neither practicable nor advisable to segregate the various functions of the offices at all centres, but when the volume of work

warrants it, and where the population to be served is of sufficient magnitude, such division of functions is made, and men's and women's, skilled and unskilled, farm, factory, and domestic, etc., divisions are separately operated. On the Prairies, where farm labour is regularly hired in large numbers, it is common custom, particularly in Saskatchewan, to operate temporary offices. These are not included, however, in the list below.

Throughout the year offices were conducted at 65 centres, no changes in their locations being made.

The list of centres where offices were located at March 31, 1926, follows:—

Nova Scotia (three centres).—Halifax, New Glasgow, Sydney.

New Brunswick (three centres).—Chatham, Moncton, St. John.

Quebec (five centres).—Hull, Montreal, Quebec, Sherbrooke, Three Rivers.

Ontario (twenty-five centres).—Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton, Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa, Pembroke, Peterborough, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Sudbury, Timmins, Toronto, Windsor.

Manitoba (three centres).—Brandon, Dauphin, Winnipeg.

Saskatchewan (nine centres).—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta (five centres).—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

British Columbia (twelve centres).—Cranbrook, Kamloops, Nanaimo, Nelson, New Westminster, Penticton, Prince George, Prince Rupert, Revelstoke, Vancouver, Vernon, Victoria.

For the purpose of co-ordinating the efforts of the various local offices, and to enable the transfer of any kind of labour from districts over supplied to those where a dearth exists, eight clearing houses have been established throughout Canada. Those for provincial clearance, operated by the provincial governments as part of the Employment Service of Canada, are situated at Montreal, Toronto, Winnipeg, Regina, Edmonton, and Vancouver. Those for interprovincial clearance, operated by the Department of Labour in the interests of the Employment Service of Canada, are: Eastern Clearing House, Ottawa; Western Clearing House, Winnipeg.

STAFF

On March 31, 1925, the personnel of the Employment Service totalled 278. This number was distributed among the various component authorities as follows:—

(a) *Provincial Governments*.—Nova Scotia, 6; New Brunswick, 7; Quebec, 29; Ontario, 106; Manitoba, 22; Saskatchewan, 27; Alberta, 20; and British Columbia, 29; and

(b) *Federal Government*.—Department of Labour, Ottawa, 17; Western Clearing House, Winnipeg, 3; local employment offices at Halifax, 2; at Ottawa, 1; at Toronto, 3; at Winnipeg, 2; at Vancouver, 3; and at Victoria, 1.

At the close of the fiscal year under review, the total number of employees stood at 269, 31 of whom were employed by the Federal Government and 238 of whom were provincial employees. The detailed distribution of staff was as follows:—

(a) *Provincial Governments*.—Nova Scotia, 6; New Brunswick, 7; Quebec, 29; Ontario, 100; Manitoba, 21; Saskatchewan, 27; Alberta, 20; British Columbia, 28; and

(b) *Federal Government*.—Department of Labour, Ottawa, 17; Western Clearing House, Winnipeg, 3; local employment offices at Halifax, 1; at Ottawa, 1; at Toronto, 3; at Winnipeg, 2; at Vancouver, 3; and at Victoria, 1.

Thus, during the year the total of the provincial staffs showed a net reduction of eight and the federal of one. It might be added that the federal employees described as being located in certain of the provincial local offices are the employees engaged in specialized employment activities on behalf of handicapped veterans of the war, so placed in pursuance of the agreements between the Federal and Provincial Governments.

CONFERENCE

The Employment Service Council of Canada, a body advisory to the Minister of Labour in respect of the administration of the Employment Offices' Co-ordination Act, held its seventh annual meeting at Ottawa on September 9-10, 1925. The council, which is composed of representatives of the various parties to the agreements, as well as representatives of the railways, organized labour, and employers, dealt with employment matters of current interest and agreed upon recommendations concerning them for presentation to the minister.

SPECIALIZED EMPLOYMENT WORK ON BEHALF OF HANDICAPPED EX-SERVICE MEN

In the last annual report of the department it was set forth that, for various reasons, specialized employment work affecting men having physical handicaps, due to service in the late war, had been transferred to the Employment Service of Canada from the Department of Soldiers' Civil Re-establishment during the fiscal year 1923-24. It was further stated that the co-operation of the provinces in the carrying on of this employment activity was secured by receiving their adherence to a new section in the annual agreements, which recited the precise terms under which the work was to be done. For the second year this matter was embodied in the agreements of 1925-26, and was agreed to by the contracting parties (*i.e.* the eight co-operating provinces and the Federal Government).

The conditions for the practical working out of this scheme remained unaltered from those of the preceding year; that is, where the volume of work was of sufficient magnitude to warrant such action, a special section should be established for the purpose, and the Department of Labour should appoint and pay in full any additional employees thereby rendered necessary; and in all other employment offices, the regular provincial staff should give to this function the attention circumstances demanded. A survey of the employment situation as affecting handicapped ex-service men was carried out when first the scheme became effective, and it was then determined that additional staff would be necessary in certain centres as follows: Halifax, 2; Ottawa, 1; Toronto, 3; Winnipeg, 2; Vancouver, 3; and Victoria, 1. These employees the Department of Labour engaged during the previous fiscal year, and from April 1, 1925, to March 31, 1926, the arrangements were continued on precisely the same basis at all centres except Halifax, at which point it was decided that, owing to the progress made in the interim, the additional staff might with propriety be reduced to one at March 31, 1925.

The fiscal year under review was, therefore, the first full year during which the Employment Service undertook to give specialized attention to the employment requirements of handicapped ex-service men, and the record presented by the work performed constitutes a not unfavourable chapter in the story of what Canada has accomplished in the way of caring for the post-war needs of the victims of the conflict. Obstacles in the way of making a rapid and final disposal of all applicants of this class are, however, considerable. The very nature of certain war disabilities so limits the scope of placement for some men that congenial employments are only found for them with the greatest difficulty, or, in some cases, for short periods of time. Then again, there has been a tendency for men of this class to congregate in certain centres for various reasons, chief among which is that of more favourable climatic conditions. This latter factor

has been potent in providing the coast area of British Columbia with a problem perhaps greater in proportion than that of any similar area elsewhere. In districts where industry is still in a rather early stage of development, or where the primary, extractive industries operate to almost the complete exclusion of the highly developed and widely specialized processes of more refined manufactures, such as are indigenous to the older settled districts, placement of handicapped workers has been found to be less easy and less possible.

During the year ending March 31, 1926, the Employment Service made 7,688 placements of handicapped ex-service men, in jobs of varying durations.

EMPLOYMENT STATISTICS

As stated above, certain statistical information covering the field of employment is regularly collected and compiled by the Employment Service Branch and published in the *Labour Gazette*. These statistics are of two classes: (a) administrative statistics, showing the work performed by the employment offices, based on daily reports received from the offices of the Employment Service; and (b) statistics based on monthly reports on unemployment, received from local trade unions. In addition, the *Labour Gazette* publishes each month index numbers of employment in industry and reports on building permits issued, which are collected by the Dominion Bureau of Statistics in accordance with the Statistics Act, 1918.

STATISTICAL REPORT OF EMPLOYMENT OFFICES

The tables on page 60 show (table No. 2) applications, (table No. 3 vacancies, and (table No. 4) placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the fiscal year; an analysis of the vacancies and placements by industrial groups for the same period is also given (table No. 7) on pages 62 and 63.

As may be seen in the tables, during the year 1925-26 there were registered at the public employment offices a total of 548,487 applications for employment, 428,372 being from men and 120,115 from women. The total for the previous fiscal year was 501,574.

Opportunities for employment of which the offices were notified numbered 443,810, of which 338,595 were for men and 105,215 for women. The corresponding total for the fiscal year 1924-25 was 382,934. Placements effected by the service show a total of 408,487, 321,708 having been men and 86,779 women. Considered on the basis of the duration of the prospective work, the figures are further sub-divided into "casual," i.e., where the duration of employment does not exceed seven days, and "regular", i.e., where the duration of employment is in excess of seven days. From this angle the placements of men show 54,909 to have been casual and 266,799 to have been regular. Of the placements of women, 45,482 were casual and 41,297 were regular. It might be added that the statistics for the preceding fiscal year recorded placements of 261,086 men and 79,733 women, or a total of 340,819.

STATISTICS OF UNEMPLOYMENT AMONG TRADE UNION MEMBERS

From reports received from local trade unions, a figure is compiled monthly, showing the percentage of the membership covered which is unemployed on the last day of the month. These statistics are worked out in considerable detail, being published in such form that each province as a whole, each industry as a whole, each main division of each industry, and each main division of each industry within each province are shown separately. When referring to trade union members as unemployed, the term "unemployment" has reference only to involuntary idleness due to economic causes. Members who are engaged at work in other than their own trades or who are idle because of illness or as a direct result of strikes or lockouts are not considered for statistical purposes as

unemployed. While the greater number of the reporting unions report regularly each month, slight fluctuations are inevitable. Ordinarily, about 1,500 local unions, having a total membership of about 150,000 persons, co-operate with the branch by reporting.

Table No. 6 on page 61 gives the percentages of unemployment among the membership of reporting trade unions from June, 1916, to March, 1926. Up to January, 1919, the figures are given for the last day of each quarter, but subsequent to that date, due to their more frequent collection, the percentage at the close of each month is given. The figure in each case is that for all Canada, for all industries.

LABOUR MOBILITY

While the offices of the service are located at the points of chief industrial activity, the facilities afforded are not only utilized locally, but each office supplies a considerable number of workers to the contiguous districts. Out of the total of 408,487 placements effected, 221,663 were made outside of the centres in which offices are situated.

Since 1919, the railways have accorded to bona fide applicants at the Employment Service who may desire to travel to distant employment for which no workers are available locally, a concession involving a reduced fare. This privilege is effective on the following railroads: Canadian National, Canadian Pacific, Dominion Atlantic, Kettle Valley, Michigan Central, Pacific Great Eastern, Quebec Central, Temiskaming and Northern Ontario, and the Wabash. The reduced rate is for a second-class fare at a rate of 2.70 cents per mile, obtainable on the surrender of a certificate secured from the employment office. A minimum fare of four dollars is stipulated, so that a person travelling to employment at a distance where the reduced rate does not amount to the minimum is not able to derive the benefit therefrom. From table No. 5 on page 61, which gives details regarding the use of this certificate, it will be learned that 37,563 persons were by this means aided in securing employment.

TABLE No. 1.—Federal Subventions to each province during the fiscal year 1925-26, showing distribution of payments among the different items of expense accepted as proper maintenance expenditures under the agreement.

—	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Canada
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Salaries.....	2,681 71	3,187 66	12,543 99	46,755 05	9,826 74	13,155 99	9,658 42	14,183 89	111,993 45
Travelling expenses....	44 72	19 22	219 60	1,252 16	11 02	751 33	344 78	192 32	2,835 15
Rental and janitors....	824 68	694 50	1,227 37	7,710 44	2,615 95	3,764 18	2,056 85	3,049 05	21,943 02
Heat.....	22 17	22 35	166 32	406 19	51 81	63 67	74 61	41 82	848 94
Light.....	20 39	18 76	124 39	266 17	85 34	64 48	40 83	92 20	712 56
Water.....	2 62	2 79	6 29	19 58	6 53	15 33	31 30	52	84 96
Office supplies and ex- penses.....	65 18	35 38	365 89	933 42	556 94	431 97	243 70	953 15	3,585 63
Telephones.....	148 19	125 47	291 66	1,680 43	534 82	650 26	914 11	714 89	5,059 83
Telegrams.....	13 73	5 69	18 40	313 48	36 01	108 70	153 40	201 92	851 33
Freight, express, cart- age and postage.....	31 48	23 38	74 14	533 07	182 26	343 03	160 86	161 07	1,509 29
Advertising.....	77 55	8 68	86 43	23 14	6 63	235 47	1 98	19 52	459 40
Repairs and altera- tions.....						61 23	55 21		116 44
Unrefunded advances for transportation....									
Totals.....	3,932 42	4,143 88	15,124 48	59,893 13	13,914 05	19,645 64	13,736 05	19,610 35	150,000 00

TABLE No. 2.—Applications for employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1925-March, 1926 (inclusive).

Province	Men	Women	Totals
Nova Scotia.....	5,868	2,356	8,224
New Brunswick.....	6,748	4,263	11,011
Quebec.....	35,804	10,011	45,815
Ontario.....	134,764	51,484	186,248
Manitoba.....	42,493	23,533	66,026
Saskatchewan.....	78,106	8,160	86,266
Alberta.....	61,303	8,565	69,868
British Columbia.....	63,286	11,743	75,029
Canada.....	428,372	120,115	548,487

TABLE No. 3.—Vacancies in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1925-March, 1926 (inclusive).

Province	Men	Women	Totals
Nova Scotia.....	5,377	2,306	7,683
New Brunswick.....	4,958	4,235	9,193
Quebec.....	15,762	8,509	24,271
Ontario.....	111,366	41,604	152,970
Manitoba.....	29,546	21,242	50,788
Saskatchewan.....	86,236	9,739	95,975
Alberta.....	55,076	8,395	63,471
British Columbia.....	30,274	9,185	39,459
Canada.....	338,595	105,215	443,810

TABLE No. 4.—Placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1925-March, 1926 (inclusive).

Province	Regular Placements			Casual Placements			Total Placements		
	Men	Women	Totals	Men	Women	Totals	Men	Women	Totals
Nova Scotia.....	2,964	796	3,760	2,165	1,101	3,266	5,129	1,897	7,026
New Brunswick.....	2,043	995	3,038	2,718	3,167	5,885	4,761	4,162	8,923
Quebec.....	14,241	7,325	21,566	387	306	693	14,628	7,631	22,259
Ontario.....	75,130	12,871	88,001	25,020	17,537	42,557	100,150	30,408	130,558
Manitoba.....	25,441	6,527	31,968	5,705	13,121	18,826	31,146	19,648	50,794
Saskatchewan.....	71,392	4,359	75,751	4,575	2,577	7,152	75,967	6,936	82,903
Alberta.....	47,480	4,510	51,990	3,923	2,441	6,364	51,403	6,951	58,354
British Columbia.....	28,108	3,914	32,022	10,416	5,232	15,648	38,524	9,146	47,670
Canada.....	266,799	41,297	308,096	54,909	45,482	100,391	321,708	86,779	408,487

TABLE No. 5.—Reduced Transportation Rate Certificates issued in each province by the Employment Service of Canada during the year April, 1925-March, 1926 (inclusive).

Issuing Province	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Total
Nova Scotia.....			1			2			3
New Brunswick.....									
Quebec.....			1,116	1,064					2,180
Ontario.....			592	4,404	160	140			5,296
Manitoba.....				2,954	3,808	2,633	102	18	9,615
Saskatchewan.....				68	109	4,038	217	3	4,435
Alberta.....						723	4,169	44	4,936
British Columbia.....					71	5,951	4,106	970	11,098
Canada.....			1,709	8,490	4,248	13,487	8,594	1,035	37,563

TABLE No. 6.—Percentage of their membership reported by Trade Unions as unemployed on specified dates.

Month	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926
January 31.....				3.9	4.0	13.1	13.9	7.8	7.5	10.2	8.1
February 28 (29).....				5.2	4.0	16.1	10.6	6.4	7.8	9.5	8.1
March 31.....		2.1	1.4	5.0	3.1	16.5	9.6	6.8	6.7	8.5	7.3
April 30.....				4.4	2.5	16.3	10.4	4.6	5.1	8.7	
May 31.....				3.6	2.4	15.5	8.7	4.5	7.3	7.0	
June 30.....	2.1	1.2	0.4	2.6	2.1	13.2	5.3	3.4	5.8	6.1	
July 31.....				2.4	2.4	9.1	4.1	2.9	5.4	5.2	
August 31.....				2.2	2.4	8.7	3.6	2.2	6.5	4.4	
September 30....	1.5	1.7	0.7	1.8	3.3	8.5	2.8	2.0	5.9	5.7	
October 31.....				2.0	6.1	7.4	3.9	4.8	6.8	5.1	
November 30.....				3.6	10.2	11.1	6.2	6.2	9.7	5.7	
December 31....	2.0	2.5	2.5	4.3	13.1	15.1	6.4	7.2	11.6	7.9	

N.B.—Figures given include union membership distributed throughout all provinces and all industries; usually about 1,500 local trade unions, with a combined membership of 150,000 workers, report.

TABLE No. 7.—Positions Offered and Placements Effected, through the year April 1, 1925,

Industry	Nova Scotia			New Brunswick			Quebec			Ontario		
	Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
MANUFACTURING.....	998	585	372	629	322	253	2,080	1,728	80	18,194	11,928	4,802
Animal products, edible.....	72	28	42	15	11	4	15	11	.....	724	369	318
Fur and its products.....	.....	.....	.....	.....	.....	.....	7	7	.....	6	.....	6
Leather and its products.....	1	1	1	.....	.....	.....	.....	.....	.....	303	191	99
Lumber and its products.....	309	237	53	367	204	118	395	363	.....	2,665	1,648	628
Musical instruments.....	1	.....	1	.....	.....	.....	54	30	.....	35	16	16
Pulp and paper products.....	78	49	22	50	28	16	181	78	62	1,371	898	429
Rubber products.....	.....	.....	.....	5	.....	5	187	154	.....	607	427	99
Textile products.....	19	3	15	22	3	19	493	451	8	1,333	665	273
Plant products, edible.....	81	15	64	45	27	16	203	163	10	2,271	1,243	856
Wood distillates, etc.....	.....	.....	.....	.....	.....	.....	2	2	.....	20	19	.....
Chemical and allied products.....	4	.....	4	8	4	4	26	15	.....	511	345	164
Clay, glass and stone.....	1	1	.....	6	4	2	21	11	.....	563	434	98
Electric current.....	1	1	.....	5	.....	5	48	33	.....	572	490	76
Electric apparatus.....	4	2	2	1	.....	1	1	1	.....	633	401	213
Iron and steel products.....	357	221	130	69	26	42	167	153	.....	4,809	3,551	1,051
Non-ferrous metal products.....	1	.....	1	9	7	2	14	9	.....	357	232	109
Mineral products.....	69	27	37	11	5	6	214	205	.....	737	558	158
Miscellaneous.....	.....	.....	.....	16	3	13	52	42	.....	677	441	209
LOGGING.....	1,436	1,269	23	748	603	55	4,237	4,574	.....	23,146	15,417	74
FISHING AND HUNTING.....	.....	.....	.....	12	9	3	.....	.....	.....	16	14	.....
FARMING.....	282	242	13	138	130	28	682	625	13	14,568	12,052	1,888
MINING.....	34	35	.....	82	41	33	50	33	.....	932	898	34
Coal.....	9	13	.....	78	37	33	.....	.....	.....	.....	.....	.....
Metallic ores.....	.....	.....	.....	.....	.....	.....	23	11	.....	596	600	2
Non-metallic ores.....	25	22	.....	4	4	.....	27	22	.....	336	298	32
COMMUNICATION.....	23	10	11	2	1	1	4	3	1	293	200	87
TRANSPORTATION.....	227	56	167	383	155	225	516	476	23	6,151	3,083	2,977
Street railway and cartage.....	153	5	146	78	16	61	112	107	23	2,312	707	1,567
Railway.....	17	15	5	217	67	148	8	8	.....	582	344	235
Shipping and stevedoring.....	57	36	16	88	72	16	396	361	.....	3,257	2,032	1,175
CONSTRUCTION AND MAINTENANCE.....	907	654	221	943	459	446	6,781	5,691	163	33,872	28,138	4,664
Railway.....	215	135	73	307	185	122	1,431	805	104	10,837	10,275	483
Highway.....	194	179	14	178	28	142	394	402	.....	10,331	7,672	2,478
Building and other.....	498	340	134	458	246	182	4,956	4,484	59	12,704	10,191	1,703
SERVICES.....	2,933	826	1,706	5,852	1,196	4,591	9,080	7,763	398	50,952	14,659	25,465
Governmental.....	66	20	46	56	31	27	34	35	.....	2,246	1,158	1,077
Hotel and restaurant.....	187	87	65	253	203	48	1,261	1,135	6	3,731	2,423	550
Professional.....	313	71	223	691	70	609	407	338	7	2,838	1,412	1,114
Recreational.....	96	10	82	84	14	70	46	41	2	1,909	661	1,154
Personal.....	408	31	379	1,368	72	1,298	623	456	77	7,031	1,184	6,749
Household.....	1,832	582	911	3,392	799	2,539	6,706	5,756	306	32,853	7,713	15,821
Farm household.....	31	25	.....	8	7	.....	3	2	.....	344	108	.....
TRADE.....	761	79	677	317	109	198	791	631	15	4,134	1,431	2,587
Retail.....	452	47	400	292	96	188	660	523	14	3,346	1,157	2,075
Wholesale.....	309	32	277	25	13	10	131	108	1	788	274	512
FINANCE.....	82	4	76	87	13	52	50	42	.....	712	181	479
ALL INDUSTRIES.....	7,683	3,760	3,266	9,193	3,038	5,885	24,271	21,566	693	152,970	88,001	42,557
Men.....	5,377	2,964	2,165	4,958	2,043	2,718	15,762	14,241	387	111,367	75,130	25,020
Women.....	2,306	796	1,101	4,235	995	3,167	8,509	7,325	306	41,603	12,871	17,537

offices of the Employment Service, in each industry during
to March 31, 1926

Manitoba			Saskatchewan			Alberta			British Columbia			Canada		
Vacan- cies	Placements		Vacan- cies	Placements		Vacan- cies	Placements		Vacan- cies	Placements		Vacan- cies	Placements	
	Regu- lar	Cas- ual		Regu- lar	Cas- ual		Regu- lar	Cas- ual		Regu- lar	Cas- ual		Regu- lar	Cas- ual
1,763	581	1,066	966	328	590	2,237	1,381	856	6,010	3,250	2,508	32,877	20,103	10,527
79	16	54	76	19	56	66	29	35	241	105	135	1,288	588	644
26	7	21	47	..	44	114	4	110	71	12	57	264	23	238
64	16	44	33	3	25	45	15	32	48	20	29	501	253	230
147	97	61	207	99	84	625	533	102	3,083	2,314	583	7,798	5,495	1,629
1	..	1	..	..	..	..	1	..	..	..	..	91	47	18
136	36	91	40	5	34	40	20	20	178	71	106	2,074	1,185	780
11	..	11	7	4	3	13	5	8	61	8	53	891	598	179
312	69	221	13	8	5	25	12	11	130	26	102	2,347	1,237	654
181	53	125	146	39	107	149	101	48	443	176	234	3,519	1,817	1,460
100	57	..	..	..	18	18	..	..	14	8	6	164	104	6
100	16	82	13	10	3	28	15	11	99	26	72	789	431	340
58	19	39	40	33	4	220	211	7	123	75	47	1,032	788	197
5	3	2	4	..	4	32	10	22	75	58	11	742	595	120
63	13	40	16	4	13	21	..	21	32	18	13	771	439	303
308	131	158	261	95	155	575	238	340	1,200	255	930	7,746	4,670	2,806
7	2	5	..	..	18	6	12	..	38	36	2	444	292	131
23	12	12	35	8	26	188	149	27	100	31	69	1,377	995	335
142	34	99	28	1	27	60	14	50	74	11	59	1,049	546	457
899	4,869	56	2,548	2,505	4	2,314	2,302	8	4,722	4,326	60	40,050	35,865	280
32	31	..	6	3	..	39	33	6	83	69	13	188	159	22
21,117	17,469	1,230	74,087	63,697	552	39,456	35,850	208	2,722	11,742	259	153,052	141,807	3,691
9	17	..	121	104	1	1,451	1,349	18	961	915	34	3,640	3,392	120
..	..	..	109	92	1	1,294	1,212	11	82	69	8	1,572	1,423	53
6	10	..	1	1	..	26	12	1	789	789	..	1,441	1,423	3
3	7	..	11	11	..	131	125	6	90	57	26	627	546	64
60	48	2	29	16	13	84	36	46	35	25	10	530	339	171
420	197	181	546	137	397	564	187	370	2,188	370	1,808	10,995	4,661	6,148
364	149	178	504	113	382	467	113	358	674	74	598	4,664	1,284	3,313
51	46	..	42	22	15	97	74	12	66	50	13	1,080	626	428
5	2	3	..	2	..	..	..	..	1,448	246	1,197	5,251	2,751	2,407
2,396	1,751	935	4,930	4,243	404	6,037	5,377	479	8,650	6,296	2,013	64,516	52,609	9,325
655	633	5	3,049	2,851	38	2,474	2,325	23	2,736	2,559	39	21,704	19,768	887
240	200	30	412	311	67	1,308	1,218	66	1,452	1,215	150	14,509	11,225	2,947
1,501	918	900	1,469	1,081	299	2,255	1,834	390	4,462	2,522	1,824	28,303	21,616	5,491
22,010	6,659	13,683	12,039	4,624	4,590	10,219	5,151	3,639	12,637	4,787	7,749	125,722	45,665	61,821
122	63	42	73	18	52	93	66	27	1,021	747	188	3,711	2,138	1,459
2,113	1,559	494	781	497	67	1,042	866	29	999	715	229	10,367	7,485	1,488
462	202	249	978	878	72	160	102	50	281	173	97	6,130	3,246	2,421
332	72	252	185	20	162	190	88	103	294	109	180	3,136	1,015	2,005
1,744	126	1,581	1,783	70	1,702	1,283	246	1,039	2,344	226	2,104	16,584	2,411	13,929
15,682	3,622	11,058	4,803	1,577	2,527	5,084	2,255	2,390	7,672	2,201	4,951	78,024	24,505	40,503
1,555	1,015	7	3,436	1,564	8	2,367	1,528	1	26	616	..	7,770	4,865	16
2,020	336	1,621	687	86	595	1,016	286	720	1,388	211	1,164	11,114	3,169	7,577
999	203	767	494	74	421	595	189	393	1,012	166	833	7,850	2,455	5,091
1,021	133	854	193	12	174	421	97	327	376	45	331	3,264	714	2,486
62	10	52	16	8	6	54	38	14	63	31	30	1,126	327	709
50,788	31,968	18,826	95,975	75,751	7,152	63,471	51,990	6,364	39,459	32,022	15,648	443,810	308,096	100,391
29,546	25,441	5,705	86,236	71,392	4,575	55,076	47,480	3,923	30,274	28,108	10,416	338,596	266,799	54,909
21,242	6,527	13,121	9,739	4,359	2,577	8,395	4,510	2,441	9,185	3,914	5,232	105,214	41,297	45,482

VIII. TECHNICAL EDUCATION ACT

Seven years ago the Dominion Government undertook to assist the provinces in promoting and developing technical or vocational education for industrial workers. If the results be measured by the immediate benefits to industry, one might reach the conclusion that very little has been accomplished. If, on the other hand, a comparison be made between the efforts to prepare young people for industrial life in 1919 and the work which is being done by vocational schools to-day, one cannot escape the conclusion that much progress has been achieved. The educational systems of every province have been expanded and new courses and methods of instruction are being developed to provide suitable training and instruction for those children who go to work during the 'teen age and for industrial workers who wish to continue their education and increase their earning capacity.

Each province has had its peculiar problems and limitations and each has undertaken the work in its own way. There has been no national policy for vocational education nor has any attempt been made to impose a new organization or system of training on any province. The Technical Education Branch of the Department of Labour has recognized the right of each province to control educational affairs and has confined its efforts to spreading information about vocational education, assisting local and provincial boards when requested, and confining federal grants to work which is designed to educate people for industrial life. Each province has manifested an earnest desire to carry out the intention of the Technical Education Act. Despite the differences in industrial development, density and origin of population, and educational policies, there has been an increasing tendency towards co-operative action on the part of the provinces.

The efforts of the past seven years have been concentrated on expanding and improving school systems. Until recently, little has been done towards promoting training in industry and co-operative action between the schools and industrial organizations. Very promising developments along these lines are taking place in Halifax, Montreal, Hamilton and other cities. It is expected that during the next few years rapid progress will be made in linking the school with industry so that each may do its share in training Canada's future workers.

A splendid start has been made in several branches of vocational education, but some important divisions of the work have not yet been started in the majority of the provinces. In no province has a program been undertaken which meets the educational and vocational requirements of all children.

THE NEED FOR VOCATIONAL EDUCATION

The census figures for 1921 show that approximately 10 per cent of the total population are between the ages of fourteen and eighteen, which is the secondary school age, and that approximately 40 per cent of these young people are enrolled in public and private schools. Assuming that 10 per cent of the children are either unable or unfit to benefit by secondary school training and that 10 per cent complete a secondary school training before the age of eighteen or receive satisfactory instruction and training outside of educational institutions, there remains 40 per cent who are not provided for. What is to be done for these children who have left school unfitted for the duties and responsibilities of adult life?

The mere provision of school buildings, teachers and equipment will not solve the problem. This is evident from the fact that, of the 80 per cent of children who drop out of school before completing a secondary training, approximately one-half live in communities where secondary school work is

provided to meet the demand. Investigators tell us that relatively few children drop out of school because of economic necessity and that the great majority do so because of lack of interest in school work or a positive distaste for a part or parts of the instruction and training which they have received. Modern psychology has shown that education cannot take place apart from interest and all children cannot be interested in the same type of school work. It would, therefore, help very little if we were to compel children to remain in school for longer periods without altering the school programs by providing a variety of courses, each suited to the natural interests, abilities and economic requirements of special groups of pupils.

It is because the established schools and industrial organizations have failed to provide suitable education and vocational training for young people who go to work at an early age that secondary vocational schools are being developed to provide a variety of courses and methods of instruction which will meet the needs of this large group of children.

Such a program requires careful study of existing conditions in schools and in all branches of industrial life. It cannot be conducted without close co-operation between schools and industry. Too many communities have adopted the plan of copying the work being done in other centres without first making a thorough survey of the constituency to be served by the new classes, and being assured of the sympathetic interest and active co-operation of employers, organized labour, educators and parents. The experiences of such communities point to the conclusion that whatever work is undertaken at the beginning should be in response to a definite request or recognized need. In this way the program may be built upon a solid foundation and in such a manner as to convince the skeptics that vocational education is not a fad or temporary phase of school work but a permanent, growing branch of the educational system which supplements the work of the other branches and has a place in every community. The organization of vocational education must be sufficiently flexible and comprehensive to meet the different conditions in various types and sizes of communities.

THE DISTRIBUTION OF VOCATIONAL CLASSES IN CANADA

According to the figures of the 1921 census, 4,352,402 people, or 49.53 per cent of Canada's population, live in urban centres. Of these people, approximately 45 per cent live in cities of over 50,000 inhabitants, 20 per cent in cities of 10,000 to 50,000, 8.5 per cent in towns of 5,000 to 10,000, 18 per cent in places between 1,000 and 5,000, and the remaining 8.5 per cent in small centres of less than 1,000 inhabitants.

The following table indicates the extent to which vocational classes have been developed in each of the above groups of municipalities.

SHOWING THE NUMBER AND PERCENTAGE OF MUNICIPALITIES IN EACH GROUP WHICH CONDUCT VOCATIONAL CLASSES

Groups of Municipalities by population	Total number in Canada	Conducting Day Classes				Conducting Evening Classes			
		1920-25		1925		1920-25		1925	
		No.	%	No.	%	No.	%	No.	%
50,000 and over.....	11	11	100	11	100	11	100	11	100
10,000 to 50,000.....	44	27	61	25	57	39	89	37	84
5,000 to 10,000.....	53	13	25	9	17	37	70	29	55
1,000 to 5,000.....	365	20	5	12	3	68	19	37	10
Not given.....		9		8		43		42	
Totals.....	473	80		65		198		156	

A glance at this table reveals the fact that every city of over 50,000 population is served by both day and evening vocational classes. Of the remaining cities with populations exceeding 10,000, 61 per cent have operated day classes during one or more years since 1919 and 57 per cent had classes in operation during the school year ended June 30, 1925. The proportion of municipalities of less than 5,000 population which operate vocational classes is so small that we may conclude that most of these places are unable to support classes or that this field for vocational classes has not yet been developed.

The enrolment in vocational schools operated in communities of various sizes is indicated by the following table:—

SHOWING THE ENROLMENT AND PERCENTAGE OF POPULATION ENROLLED IN 1925, ALSO THE MAXIMUM ENROLMENTS FOR PERIOD 1920-24, IN SELECTED MUNICIPALITIES

Municipality	Population 1921	Day Classes				Evening Classes			
		1920-24		1925		1920-24		1925	
		Enrol- ment	%	Enrol- ment	%	Enrol- ment	%	Enrol- ment	%
Montreal, Q.	618,506	1,104	0.2	1,312	0.2	5,204	0.8	3,056	0.5
Toronto, O.	521,893	5,146	1.0	5,861	1.1	20,278	3.9	18,296	3.6
Winnipeg, M.	179,087	1,513	0.8	1,411	0.8	3,432	1.9	3,579	2.0
Vancouver, B.C.	117,217	1,030	0.9	1,148	1.0	1,517	1.3	3,598	3.1
Hamilton, O.	114,151	2,115	1.8	2,321	2.0	3,739	3.3	1,821	1.6
Ottawa, O.	107,843	1,043	1.0	1,080	1.0	6,592	6.1	4,681	4.3
Quebec, Q.	95,193	303	0.3	221	0.2	775	0.8	500	0.5
Calgary, A.	63,305	483	0.8	428	0.7	616	1.0	700	1.1
London, O.	60,959	1,041	1.7	1,056	1.7	1,615	2.7	1,901	3.1
Edmonton, A.	58,821	804	1.4	919	1.6	2,270	3.9	1,827	3.1
Halifax, N.S.	58,372	170	0.3	180	0.3	1,300	2.3	1,312	2.3
Windsor-Walkerville, O.	45,650	709	1.6	905	2.0	2,999	6.6	2,914	6.4
Regina, S.	34,432	347	1.0	414	1.2	552	1.6	448	1.3
Kitchener-Waterloo, O.	27,646	505	1.8	707	2.5	1,041	3.8	1,294	4.7
Saskatoon, S.	25,739	453	1.8	174	0.7	513	2.0	405	1.6
St. Catharines, O.	19,881	330	1.7	479	2.4	929	4.7	1,051	5.3
Moncton, N.B.	17,488	0	.....	0	.....	294	1.7	546	3.1
New Westminster, B.C.	14,495	197	1.4	201	1.4	369	2.5	339	2.3
Charlottetown, P.E.I.	12,347	97	0.8	141	1.1	229	1.9	?	.....
Shawinigan Falls, Q.	10,625	57	0.5	68	0.6	286	2.7	163	1.6
Fredericton, N.B.	8,114	40	0.5	39	0.5	426	5.3	348	4.3
Yarmouth, N.S.	7,073	0	.....	0	.....	123	1.7	158	2.2
Stellarton, N.S.	5,312	0	.....	0	.....	167	3.1	140	2.6
Edmundston, N.B.	4,035	93	2.3	109	2.7	239	5.9	219	5.6
Timmins, O.	3,843	0	.....	0	.....	171	4.5	399	10.0
Woodstock, N.B.	3,380	212	6.3	77	2.3	0	.....	0	.....
Weston, O.	3,166	209	6.6	284	9.0	339	10.7	367	11.6
Trail, B.C.	3,020	24	0.8	35	1.1	253	8.4	85	2.8
Elmira, O.	1,782	0	.....	0	.....	304	17.1	140	7.9
Chilliwack, B.C.	1,767	0	.....	0	.....	96	5.4	110	6.2

The above table includes every city of over 50,000 population and a few selected municipalities representing the various provinces. Only classes receiving federal grants under the Technical Education Act are included. The figures for evening classes represent the total enrolment in all classes, which is somewhat larger than the number of individuals enrolled, owing to the fact that some pupils enrol in more than one class.

The wide variations in enrolments and percentages among municipalities of approximately the same population are misleading unless one is familiar with local conditions and understands what the figures represent. For example, the figures for the province of Quebec do not include home economics classes, commercial classes conducted under the Department of Public Instruction, and vocational classes in religious institutions. Classes conducted by the Provincial Department of Agriculture and in agricultural schools and colleges are not included for any municipality. In some cases, the relatively high enrolments

are accounted for by increases in population since 1921 and by the enrolment of pupils from the surrounding districts or neighbouring municipalities. Some of the large decreases in evening class enrolments are the result of increases in fees and more stringent regulations governing admissions, sizes of classes, and number of courses provided. The size and nature of local industries, periods of depression and expansion, and the geographical situation of the community have a great influence on the enrolments in vocational classes. The enthusiasm, experience and qualifications of the teachers and organizers are very important factors in determining the success of the work and account for many differences under what appear to be similar conditions.

The federal director is of opinion that, in general, it is unwise to attempt to operate day vocational classes in communities of less than 5,000 population, and that evening classes cannot be successfully maintained in centres of less than 2,000 population. In the few small centres where the work appears to be successfully established, it is confined to elementary commercial work, household science and general industrial work of prevocational grade, or it is organized to meet the needs of the predominating local industry. Evening classes for miners have been successfully maintained in small centres in Nova Scotia, Alberta, and British Columbia, but, in most cases, it has been found advisable to serve small communities by correspondence instruction or through itinerant instructors.

The field for the development of vocational classes during the next few years appears to be in composite high schools for communities from 5,000 to 20,000 population and in separate vocational schools for larger cities. In every province there is need for a system of correspondence courses and itinerant instruction to serve the small centres and outlying districts. Some of the better private correspondence schools are now prepared to co-operate with public secondary schools by supplementing the regular high school work with correspondence instruction supervised by the regular teachers and carried on as a part of the high school work. This arrangement will enable small high schools to provide vocational education covering a wide range of courses, at very low cost.

Nova Scotia has made an excellent beginning in the development of correspondence instruction and over 1,600 persons have enrolled in one or more of forty-seven courses which are now available from the Provincial Department of Education. British Columbia and Alberta have conducted correspondence classes for miners and stationary engineers for a number of years, and last year Manitoba adopted the Alberta course in stationary engineering. A committee representing the four western provinces has been working since April, 1925, in an effort to develop suitable correspondence courses and evening school courses to serve the small communities of Western Canada. It is expected that some of these courses will be available before 1927.

New Brunswick is the only province which has adopted the system of itinerant instructors. During the summer, an instructor in motor mechanics drives from one community to another conducting short intensive courses for those who drive cars or operate marine engines. This service is specially designed to meet the needs of fishermen using power boats, and automobile drivers who are required to do their own minor repairs. Over 650 people attended these classes during 1925.

In Ontario and Nova Scotia arrangements have been made whereby qualified evening class instructors conduct classes in several nearby communities on different nights, thereby providing a service which no single community could afford to support but which meets the needs of each community in the most efficient manner.

Nova Scotia and Alberta have provided for short intensive courses conducted in the provincial technical schools at Halifax and Calgary during the summer months and similar courses are conducted at selected centres in New

Brunswick during the winter. These courses are for mechanics and industrial workers who wish to improve their efficiency and increase their earning capacity by receiving instruction in the special operations and new processes of their occupations. In Nova Scotia some of these courses are closely linked with the correspondence department and supplement the instruction received by mail.

Although a splendid beginning has been made by several provinces in their efforts to serve the small communities, and steady progress is being made in the development of vocational classes in communities of over 10,000 population, vocational education in Canada is still in its infancy and requires careful study and supervision if it is to take its proper place in the educational systems of the provinces.

SUMMARY OF DEVELOPMENTS DURING THE PAST YEAR

The progress of the past year has been satisfactory in that the work carried on in the larger centres has been steadily improved, closer co-operation has been established with industry, new buildings have been erected, better facilities for teacher-training have been provided, new courses have been organized in a number of municipalities where the work has been organized for some time, and classes have been started in new centres.

The grants paid to the provinces during the past year amounted to \$944,336.69, an increase of \$113,859.92 over the previous year. Ontario, Quebec and New Brunswick earned more than their proportion of the total annual appropriation, but in the cases of Quebec and New Brunswick the amounts carried forward from previous years were more than sufficient to make up the difference. British Columbia and Alberta were the only other provinces which earned more than 75 per cent of their annual appropriation. Saskatchewan earned 21 per cent, Manitoba 24 per cent, Nova Scotia 44 per cent, and Prince Edward Island 36 per cent of their respective appropriations. Particulars regarding federal grants and expenditures by the provincial governments are given in the appended tables I and II. The summarized figures for schools, enrolments, teachers, etc., are given in table III.

The numbers of municipalities conducting day classes and evening classes have increased. There has been a corresponding increase in the enrolment in day classes, but the number of individuals attending evening classes has decreased. This falling off in evening classes is partly accounted for by the fact that more schools have reported both total enrolments and number of individuals enrolled. In past years, many schools reported only total enrolments, which exceed the number of individuals wherever pupils enrol in more than one class. The statistics for this year are more nearly accurate than for any previous year.

Four bulletins were added to the vocational education series issued by the Department of Labour. They dealt with vocational guidance, mechanical drawing, methods of teaching shopwork, and a survey of the efforts which have been made to link schools with industry in Canada. A comprehensive list of suitable text-books and references for use in secondary vocational schools is in course of preparation. Lists dealing with mathematics and mechanical drawing have been issued and lists for other subjects are well advanced. Numerous requests for general information and personal assistance have been received by the Technical Education Branch from teachers and individuals interested in vocational education. This type of service is limited only by the time and staff available for such work.

Probably the most noteworthy development of the year was the opening of the new printing school at Montreal. This school, which is operated in connection with the Montreal Technical School, has established very close co-operation with the local printing plants. An advisory committee, represent-

ing employers and employees in the printing industry, acts in close co-operation with the school board and provincial authorities in determining the policy and courses to be adopted.

The extent of the work in each province and the trend of developments during the past year are indicated by the following brief summaries for each province and by the more detailed reports and statistical tables submitted by the provinces as required by section 6 (d) of the Technical Education Act.

PRINCE EDWARD ISLAND

The success of the evening classes conducted at Georgetown during the winter of 1924-25 has led to the opening of similar classes in four other municipalities during the past year and it is expected that classes will be opened in several other centres during the current year. The total enrolment in evening classes increased from 30 to 423. The enrolment in day classes conducted at Charlottetown was 200, an increase of 59 over the previous year.

NOVA SCOTIA

Except for a slight increase in the number of students enrolled in the correspondence courses there has been a falling-off in the enrolments in Nova Scotia. No new developments were undertaken, but the work was continued in every municipality despite industrial depression. The total enrolment in day classes was 185 and in evening classes 2,789. The number enrolled in the correspondence courses was 725.

NEW BRUNSWICK

There has been a gain in the enrolments of every department of the work in New Brunswick except itinerant work. No new projects have been undertaken, but the extensive building program of the past few years has been completed, and, with one exception, every community of any considerable size is now served by day vocational classes. The new buildings at Saint John and Campbellton will be ready for occupancy in September, 1926. Mr. F. Peacock, the Provincial Director, resigned to take charge of the new Saint John school, and his successor has not yet been appointed. The total enrolment in day classes throughout New Brunswick was 561, and the number of individuals enrolled in evening classes was 1,433. The attendance at classes conducted by the itinerant instructor was 296.

QUEBEC

Rapid progress is being made in the province of Quebec, which is reorganizing its provincial vocational education work. Evening school work is being organized on a certificate or diploma basis, the day school work is being divided into technical and trade courses, a provincial board is to be formed, and closer co-operation is being established between schools of various types and between schools and industry. An unique development is the publication of the new magazine "Technique", which is prepared by the vocational teachers and officials of the province. Enrolments have increased in both day and evening classes, the totals now being 1,985 and 7,747 respectively.

ONTARIO

The work in Ontario continues to progress very satisfactorily. New buildings are fewer than in previous years, but additions to recently constructed schools have been built in several communities and others are urgently needed. An itinerant motor mechanics instructor for evening classes was engaged last year to serve five neighbouring municipalities. Co-operation between schools

and industry has been further developed in several centres and new part-time classes for employed adolescents have been opened. Teacher training has been improved and extended to include instruction and guidance for evening instructors in groups and in their respective classes. The total enrolment in day classes increased from 15,422 to 19,622, and in evening classes from 46,184 to 50,297. The number of individuals attending evening classes was 35,226. The number of municipalities conducting day classes increased from 25 to 29, and those operating evening classes from 50 to 55.

MANITOBA

The resignation of Mr. R. B. Vaughan, Provincial Director, to accept the principalship of the New Westminster Technical School in British Columbia, and the adoption of correspondence courses in stationary engineering, are the two noteworthy features of the work in Manitoba. Mr. Vaughan's successor has not yet been appointed, consequently no written report has been received from this province. The statistical tables submitted by the provincial Department of Education show an increase in day school enrolments from 1,479 to 2,028, but a decrease in evening schools from 3,579 to 1,301. The registration for correspondence instruction was 26.

SASKATCHEWAN

Commercial classes were opened for the first time in the Battleford Collegiate Institute, but the Yorkton classes were discontinued. Commercial work is holding its own in the three centres of Regina, Saskatoon, and Moose Jaw, but the other branches of vocational education are losing ground. Saskatchewan is still without a provincial director.

It is expected that efforts will be made to serve the smaller communities and isolated pupils as soon as the joint committee representing the four western provinces has brought in its report regarding evening schools and correspondence courses. The enrolments reported for the past year were: day classes, 826; evening classes, 648.

ALBERTA

An additional shop wing is being built to the Provincial Institute of Technology and Art at Calgary, which was unable to accommodate all applicants for admission. The reaction against manual training and household science in the schools appears to be ended and prospects for future developments along vocational lines are brighter. The unsettled conditions in the coal mining industry temporarily held up developments in mining communities, but the outlook for the current year is encouraging. The total enrolment in day classes increased from 1,800 to 1,902, but the individuals attending evening classes dropped from 2,430 to 2,122.

BRITISH COLUMBIA

There has been an increase in day school enrolments in British Columbia from 2,123 to 2,667, and a decrease in evening enrolments from 7,386 to 6,017. Each year there are many changes in the list of municipalities conducting evening classes, although the total number remains approximately the same. Over 80 municipalities throughout the province have conducted evening classes during one or more of the years since 1920, but the number for any year has never exceeded the figure for 1926, which is 37. A new school of decorative and applied art has been opened in Vancouver and the prospects for future developments in this city are very bright.

TABLE I.—MONEY AVAILABLE AND MONEY PAID TO THE PROVINCES UNDER THE TECHNICAL EDUCATION ACT FOR THE FISCAL YEAR ENDED MARCH 31, 1926

Province	Annual appropriation	Balance from past years	Total amount available	Amount paid to provinces	Total amount carried forward	Amount lapsed
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	70,374 35	93,048 32	163,422 67	53,123 05	110,299 62	Nil
Alberta.....	77,725 40	34,941 14	112,666 54	72,731 78	39,934 76	Nil
Saskatchewan.....	97,165 78	152,476 06	249,641 84	20,083 89	176,767 50	52,790 45
Manitoba.....	80,218 72	133,601 94	213,820 66	19,488 77	153,656 62	40,675 27
Ontario.....	347,636 30	Nil	347,636 30	347,636 30	Nil	Nil
Quebec.....	281,751 31	278,045 83	559,797 14	299,143 78	260,653 36	Nil
New Brunswick.....	54,640 80	97,940 92	152,581 72	93,874 50	58,707 22	Nil
Nova Scotia.....	70,288 60	134,112 52	204,401 12	30,999 96	151,684 67	21,716 49
Prince Edward Island.....	20,198 74	42,820 72	63,019 46	7,254 66	47,870 40	7,894 40
Totals.....	1,100,000 00	966,987 45	2,066,987 45	944,336 69	999,574 15	123,076 61

TABLE II.—SUMMARY OF EXPENDITURES BY PROVINCIAL GOVERNMENTS ON VOCATIONAL EDUCATION FOR YEAR ENDED
MARCH 31, 1926

Province	Expenditures on Provincial Government Work				Grants to Local School Boards and Institutions				Total expenditures by Provincial Government
	Adminis- tration	Teacher Training	Corres- pondence Instruction	Other Provincial Institutions	On Capital Account	On Teachers' Salaries	On Main- tenance	Special and other Grants	
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	7,011 57	5,470 86	3,769 33	.....	8,358 16	78,636 20	3,000 00	.....	106,246 12
Alberta.....	6,442 00	.....	9,162 40	95,426 45	654 98	32,716 14	1,061 60	.....	145,463 57
Saskatchewan.....	4,075 94	.....	.....	.....	3,491 41	32,600 43	.....	.....	40,167 78
Manitoba.....	1,861 39	150 00	233 40	.....	3,400 00	36,322 45	.....	.....	38,977 24
Ontario.....	21,000 41	11,529 15	.....	.....	249,829 61	481,805 39	6,250 00	25,750 00	796,164 56
Quebec.....	12,699 09	2,116 07	.....	96,170 82	.....	.....	.....	487,301 58	598,287 56
New Brunswick.....	7,749 63	5,311 26	4,247 98	.....	143,292 68	27,147 46	.....	.....	187,749 01
Nova Scotia.....	11,345 11	.....	9,649 41	.....	580 87	32,565 93	4,868 60	3,000 00	62,009 92
Prince Edward Island.....	.....	.....	.....	.....	1,787 01	9,488 89	2,403 61	263 15	13,942 66
Totals.....	72,185 14	24,587 34	27,062 52	191,597 27	408,394 72	731,282 89	17,583 81	516,314 73	1,989,008 42

TABLE III.—VOCATIONAL SCHOOLS, TEACHERS AND PUPILS IN CANADA—SCHOOL YEAR ENDED JUNE 30, 1926

	Number of Municipalities Conducting Classes		Number of Teachers			Number of Pupils			Teacher-Training		
	Day	Evening	Day	Evening	Correspondence Department	Total	Day	Evening	Correspondence Department	Total	Pupils (teachers in training)
British Columbia.....	14	37	136	229	2	367	2,667	6,017	195	8,879	50
Alberta.....	3	6	82	74	4	160	1,902	2,122	154	4,178	.....
Saskatchewan.....	4	3	41	28	.....	69	826	648	.....	1,474	.....
Manitoba.....	3	1	251	46	1	298	2,028	1,301	26	3,355	.....
Ontario.....	29	55	677	1,196	.....	1,873	19,622	35,226	.....	54,848	144
Quebec.....	9	21	115	258	.....	1,373	1,985	7,747	.....	9,732	.....
New Brunswick.....	8	9	30	74	1	105	1,561	1,433	296	2,290	48
Nova Scotia.....	1	28	12	163	19	194	185	2,789	725	3,548	.....
Prince Edward Island...	1	6	17	22	.....	39	234	423	.....	657	.....
Totals.....	72	166	1,361	2,090	27	3,478	39,010	57,706	1,396	88,961	242
Totals, 1925.....	65	156	1,057	2,273	28	3,158	24,137	62,249	1,638	88,024	245

PRINCE EDWARD ISLAND

W. Boulter, Deputy Minister of Agriculture

During the year ending June 30, 1926, the following courses were offered in connection with the Technical Education Act:—

1. Short term courses in home economics including millinery, dressmaking, laundry, home nursing, household administration, accounts and English reading.
2. Short term courses in motor mechanics, woodworking, blacksmithing, civics, commercial arithmetic, English reading and drawing.
3. Special short course for cheese and butter makers, followed by visits of instructors to factories for inspection, observation and demonstration.
4. Commercial course of two years open to students having completed two years of high school work.
5. Night school courses for day workers, to fit them for advancement.

ENROLMENT

The total enrolment for the school year was 657, and the numbers registered by courses were as follows:—

Course 1, 23; Course 2, 156; Course 3, 34; (individual instruction at factories) Course 4, 21; Course 5, 423.

The chief feature of development during the year was the establishing of evening classes for the advancement of workers in their daily occupations. The members anxious to take this course far exceeded expectations, and, though the courses did not begin until January, the attendance was well maintained, despite the shortening evenings. By starting these classes in November, it is expected that next year the attendance will be considerably increased, as numerous inquiries concerning the establishment of these classes have been received, and a desire to avail themselves of the benefits thus afforded has been expressed by many.

The success of the night school conducted at Georgetown, which was the first to be established, has had a wide influence in the extension of this work.

The following extract from the report of the Principal of Prince of Wales College outlines the development of the commercial course:—

The commercial department established in the latter part of last session has increased its numbers, and equipment has been added accordingly. It is fitting that this institution should have followed the lead of similar institutions in the other provinces, and through a commercial department give a suitable training to the many students of the college that wish to seek a livelihood in the business world. Now that it is open to all students that pass the entrance examination of the college, there should be each year an increasing number who wish to add to their commercial training the privileges of the Prince of Wales College. A diploma is issued to all students completing the prescribed course.

A very successful class was conducted in mechanical drawing, the members of which were drawn from the marine departments while the boats were held up during winter, and the local mechanical industries also contributed members to this class which promises considerable development in the coming year.

PRINCE EDWARD ISLAND—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES

For Period July 1, 1925, to June 30, 1926

Municipality and School	Department	Full-time Classes		Part-time Classes		Short term and special classes		Number of Individuals enrolled			Teachers				
		Total enrolment	Average attendance	Total enrolment	Student hours	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Charlottetown.....	Commercial.....	21	16					6	15	21	1	4	3	2	5
	Industrial.....					156	9,283	156		156			6	1	7
	Home economies.....					23	2,070		23	23		5		5	5
	Dairy course.....					34		34		34					
	Totals.....	21	16			213	11,353	196	38	234	1	16	9	8	17

PRINCE EDWARD ISLAND—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS

For Period Dec. 1, 1925, to March 1, 1926

Municipality or School	Total No. of Subjects	Total No. of Classes	Total Enrolment All Classes	Total Student Hours (by Clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Georgetown.....	6	2	49	2,258	30	19	49	1	1	2
Savage Harbor.....	6	1	19	802	19		19	1		1
Brooklyn.....	6	1	16	602	16		16	1		1
Kinkora.....	6	2	42	802	42		42	1		1
Red Point.....	6	1	24	498	22	2	24	1		1
Charlottetown.....	12	15	273	8,092	77	196	273	7	9	16
Totals.....		22	423	13,054	206	217	423	12	10	22

NOVA SCOTIA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

Dr. F. H. Sexton

It is regrettable that a decrease in enrolment must be reported in every branch of secondary vocational education except in the section devoted to correspondence study, where there was a small gain. In the evening technical schools, the number of students dropped from 2,761 in 1924-25, to 2,198 in the present year. In evening coal mining and engineering schools, the registration decreased similarly from 608 to 542. The change in total enrolment was from 3,656 in the preceding year, to 3,035 in the current year. The gain in the correspondence study division was from 254 to 273.

The reasons for this considerable decline are not far to seek. The whole industrial life of the province continued to suffer a marked depression. The coal mining workers were engaged for a number of months in one of the longest and bitterest strikes which they had ever waged. Since this basic industry was in such a deplorable state, the number of students in the schools held in colliery districts was very much reduced. The economic influence of the inaction in coal

mining spread through the whole industrial fabric of the province and accentuated the distress that prevailed in all other branches. Young people migrated from the province in large numbers to the United States, where the opportunities for employment were more satisfactory. These ambitious persons are usually the ones who fill the ranks in the evening technical schools in the province. Then, too, in the industries which were operating on a restricted schedule, there were few chances for advancement since promotions were rare. There seemed small hope of climbing the ladder of responsibility, so it seemed to youth that it was futile to prepare one's self for a higher position when they did not appear to be quickly available. A whole blighting atmosphere prevailed in the industrial centres and consequently the enrolment in technical classes dropped markedly. The condition of hard times, however, tended to sustain the attendance in certain kinds of instruction where the knowledge imparted served to help people to meet economic stringency more effectively. The classes for women in such subjects as dressmaking and millinery were as crowded as ever, and in some centres nearly half of the students enrolled were found pursuing these two subjects.

The prospects for the next year, however, seem very favourable. The differences between the mine operators and employees have been settled and a long-term contract signed. The demand for coal from Eastern Canada is much greater than in the previous two years and the mines are operating briskly and steadily. The improvement of conditions in this basic industry on which at least one-fourth of the people in Nova Scotia depend directly and all of them indirectly will tend to produce a measure of stability that is absolutely necessary for successful vocational classes.

NEW DEVELOPMENTS

Any new developments in technical education were impossible for the province because it closed its previous fiscal year with a very large deficit, and was compelled to prepare for the same condition in making its budget for the present year. However, no part of the service in technical education was curtailed in any particular. All of the industrial towns and cities, even those whose citizens had not had employment for months on account of the coal strike, co-operated in sharing their burden of expense of the vocational classes in every instance, although in some cases it represented a considerable sacrifice. The fact that secondary vocational education was not curtailed in any instance is one of the most satisfactory evidences that its importance and value is so deeply and widely recognized.

CORRESPONDENCE STUDY DIVISION

The course enrolment in the Correspondence Study Division for the year ending June 30, 1926, was 410, the highest since the division was organized and an increase of 54 over that of last year. The percentage of completed courses is 35, which is the more satisfactory when it is known that, in response to written inquiries, only 171, or 10 per cent, of the courses have been cancelled.

The most numerous enrolments are in mathematics and English. These courses may be called "key courses," for a fair knowledge of them is essential to progress in any branch of learning, and the comparatively large enrolment is fairly good evidence that students of the division are taking their studies seriously.

An interesting extension of the work during 1926 has been the enrolment for mathematics and English of 43 N.C.O.'s and men attached to the Halifax

Military District No. 6. The object of the men is, primarily, to obtain their 1st and 2nd Class Military School Certificates, which are now prerequisites for promotion. The officers of the various units not only encouraged the men to take the courses, but afforded them every possible facility for study and undertook the collection of the necessary fees. As with the plumbing courses, these two courses have been supplemented by weekly lectures which have been well attended. Nine N.C.O's and men have passed a written examination in P. A. mathematics and obtained certificates, and eight have passed a preliminary examination in English. The lectures will be continued until every man has had an opportunity of being examined in both subjects; most of those who passed have signified their intention of studying for the more advanced 1st Class Certificate.

The work of the division is becoming well known throughout the Dominion, and requests for information as to the organization of, and methods of conducting, study by correspondence have been received from several provinces.

The technical education branches of the Education Departments of the Dominion are, of course, concerned entirely with the training of those who left school either before completing a common school or high school course and, employed during the day, now wish to continue their general education as well as get a technical training in their occupations, but who have, as a rule, no immediate intention of taking a university course. The success of the correspondence method of study in this direction has, however, been so marked that, one of the maritime universities, Acadia, has added a correspondence study department to its activities and is offering correspondence students credit toward degrees.

Though this division has not, as yet, been able to offer its students any credit towards degrees, the necessity for properly graduated and systematic courses of study is fully recognized. Courses in civil, electrical, and mechanical engineering, together with a business course, are provided, and the advantages of such courses are called to the attention of applicants. The chief objections to enrolment in such a course of study are the cost and the very natural one of reluctance to undertake an obligation that cannot, as a rule, be discharged under three years. These objections are met by the system of unit courses which are paid for when begun, and students are under no obligation to complete the whole series, the only conditions being that units must be satisfactorily completed in the order given, and that not less than 60 per cent of the total possible marks be obtained at a final supervised examination, before a certificate is issued.

CONCLUSIONS

The year that has passed has been a trying one for all government services in Nova Scotia and especially in education. The fact that all activities were maintained at full efficiency is highly creditable and an index of the high value accorded to education in this province. The fact that no new developments were undertaken is not to be interpreted as an indication that improvements and extensions are not necessary or contemplated. The Nova Scotians have an ardent desire to broaden and deepen the provisions for developing the intelligence of their people. The harassing question resolves itself into the one perplexing problem of finding the means. The things to do to accomplish their plans are obvious, but they feel deeply that they are suffering from inequalities that were imposed at Confederation and that have developed more acutely in the years that have lapsed since the Dominion was created. They look forward

with confidence to the recommendations of a royal commission that is now making an inquiry into the prevailing conditions in the Maritime Provinces, and the subsequent action of Parliament to have these inequalities removed. Now that the date approaches when the Technical Education Act of 1919 will cease to operate and grants from the federal treasury to the provinces for secondary technical education will no longer be given, apprehension grows that this policy will not be maintained by supplementary or subsequent legislation. The action of the Dominion Government in summarily cutting off the grants to the provinces for agricultural education after a similar ten-year period is still fresh in the minds of the people. Consequently, there is a distinct hesitation in embarking on any new policy or extension no matter how desirable, and also a fear that the services already established may have to be curtailed. There exists, however, a strong hope that the Dominion Parliament will enact legislation that will continue the federal subsidy on a permanent rather than a temporary basis, as is the case in the United States.

NOVA SCOTIA COLLEGE OF ART

This institution continued to make marked progress in the teaching of industrial art. The enrolment for the year increased to 163, in comparison with 147 for the preceding year. This constitutes the largest number of students in the life of the college, which has extended over a period of nearly forty years. The devotion and enthusiasm of the teaching staff has resulted in a rising interest in developing latent ability among the people in Nova Scotia to an extent that has not been accomplished before.

The college is sadly hampered in its work because of a lack of funds, but is pursuing its ideals and rendering effective service in a most satisfactory manner. It is associating itself with industry and community effort in an intimate manner and giving its pupils many practical projects through these associations.

NOVA SCOTIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES

For Period July 1, 1925, to June 30, 1926

Municipality and School	Department	Full-time Classes		Part-time Classes		Short term and special classes		Number of Individuals enrolled			Teachers				
		Total enrolment	Average attendance	Total enrolment	Student hours	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Halifax— N.S. Technical College.....	Short Course Division..... College of Art.....					22	11,450	22	....	22	2	3	5	....	5
College of Art.....		22	....	73	2,366	68	1,190	35	156	191	3	4	3	4	7
Totals.....		22	....	73	2,366	90	12,640	57	156	213	5	7	8	4	12

Correspondence Department—Enrolment (New Students, July 1, 1925, to June 30, 1926..273) Teachers, 19.
(Active Students on June 30, 1926.....725)

NOVA SCOTIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS

For Period October, 1925, to June 30, 1926

Municipality or School	Total No. of Subjects	Total No. of Classes	Total Enrolment All Classes	Total Student Hours (by Clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
TECHNICAL										
Amherst.....	9	12	186	13,538	125	59	184	6	5	11
Dominion.....	1	1	15	848	.....	15	15	.....	1	1
Glace Bay.....	5	9	166	9,972	26	138	164	2	7	9
Halifax.....	16	40	748	41,258	312	427	739	21	12	33
Kentville.....	2	2	31	1,360	5	26	31	1	1	2
New Glasgow.....	12	14	259	12,398	91	162	253	5	7	12
North Sydney.....	1	1	28	1,740	.....	28	28	.....	1	1
Springhill.....	2	2	46	2,636	6	39	45	.....	2	2
Stellarton.....	2	3	59	4,208	4	55	59	.....	2	2
Sydney.....	13	18	371	19,490	145	217	362	9	9	18
Sydney Mines.....	2	4	84	5,382	.....	84	84	.....	4	4
Truro.....	1	1	23	948	.....	23	23	.....	1	1
Westville.....	2	3	57	3,820	.....	54	54	.....	2	2
Windsor.....	3	3	51	2,808	11	40	51	2	2	4
Yarmouth.....	6	7	108	6,008	44	62	106	4	3	7
Halifax—College of Art.....	7	3	47	1,078	5	42	47	2	4	6
COAL MINING										
Cape Breton Co. North										
Florence.....	3	3	35	2,102	34	.....	34	3	.....	3
Little Bras d'Or.....	2	2	14	882	14	.....	14	2	.....	2
Sydney Mines.....	6	6	84	3,276	81	1	82	6	.....	6
Cape Breton Co. South										
Birch Grove.....	2	2	28	1,264	21	5	26	2	.....	2
Dominion 6.....	3	3	38	2,065	33	.....	33	3	.....	3
Glace Bay.....	3	3	22	1,410	22	.....	22	2	.....	2
McKay's Corner.....	1	1	36	*404	36	.....	36	1	.....	1
New Waterford.....	3	3	11	**532	11	.....	11	3	.....	3
Port Morien.....	2	2	20	730	18	2	20	2	.....	2
Reserve Mines.....	1	1	7	*418	7	.....	7	1	.....	1
Inverness County—										
Inverness.....	3	3	33	2,004	31	.....	31	3	.....	3
Cumberland County—										
Joggins.....	3	3	37	1,724	36	.....	36	3	.....	3
East River Hebert.....	2	2	18	*650	16	.....	16	2	.....	2
River Hebert.....	3	3	29	1,988	28	1	29	3	.....	3
Springhill.....	4	4	46	2,520	40	6	46	4	.....	4
Pictou County—										
Stellarton.....	4	4	55	2,674	54	.....	54	4	.....	4
Thorburn.....	1	1	6	**188	6	.....	6	1	.....	1
Westville.....	3	3	39	3,214	39	.....	39	3	.....	3
Totals.....		172	2,837	155,537	1,301	1,486	2,789	100	63	163

*Class began late in season.

**Class closed before end of term.

NEW BRUNSWICK

REPORT OF THE DIRECTOR OF VOCATIONAL EDUCATION

F. Peacock

During the year under review the vocational education movement advanced steadily in New Brunswick. Enrolments are, of course, small as compared with those in some other provinces, but substantial growth has been made in every department. Seven day-schools were in operation as compared with five during the previous year. The total enrolment in these was 475,

which is an increase of 120 per cent. One hundred and four people attended short term day courses, being an increase of 7 per cent. The day teachers now number thirty, or 25 per cent more than last year. The evening schools had an attendance of 1,763, as compared with 1,637 the previous year. Forty-eight prospective vocational teachers were undergoing training during whole or part of the year. The accompanying tables show the distribution of enrolments amongst the various schools.

DEVELOPMENTS

No new projects were undertaken during the last year. Those previously initiated were pressed forward to completion. On every hand there is evidence that the work is becoming more firmly established and better understood by the people at large.

The eight schools that will be in operation next year are well distributed and serve every community in the province of any considerable size, except one. The most pressing need now seems to be for leaders to make these schools properly serve the communities supporting them. It seems a most difficult task for the average school principal to grasp the significance of a thorough-going democratic scheme of education and to organize this in such a way as to meet the educational needs of all. It is a fact that the introduction of vocational and pre-vocational schools has made the system infinitely more complex than under the old single-track college preparatory scheme. This increased complexity, which is partially due to the better understanding of our educational problems and partially to the progress of industry and commerce, constitutes a stimulating challenge to our teachers, and I have every confidence that they will rise to the occasion eventually.

THE CAMPBELLTON AND SAINT JOHN SCHOOLS

The new composite school at Campbellton referred to in an earlier report was completed during the year, and will be ready for occupancy in September, 1926. This is a modern and well-planned structure, arranged to meet the educational needs of all the high school age pupils of the community. In addition to adequate classroom space, appropriate woodworking and metal-working shops, as well as science and home-making laboratories, have been provided. A combination gymnasium-auditorium has been advantageously worked out with commodious stage and dressing rooms and storage space. Practically all the materials for this school have been procured within Restigouche county. The interior finish of native birch is very pleasing.

The Saint John Vocational School will also be ready to receive students in September, 1926. It is, of course, the largest school in the province, and every effort was made by the local committee and the architect to make the building modern and complete. The cost of construction and equipment will be half a million dollars. This school has a magnificent site overlooking the harbour from the front, and the Reversing Falls from the rear. The auditorium, seating 800, together with the stage gymnasium, the dressing room, showers and swimming pool, offer splendid opportunity for a physical education program.

The shop wing, which is of modern factory construction, is so built that it can be adjusted to the changing needs of the future without interfering with any structural features.

The institution, when in full operation, will include the following departments or schools:—

- (a) Pre-vocational or junior high school for boys and girls who have not passed the high school entrance.
- (b) Industrial high school for boys who are planning to enter directly upon industry after completing their secondary education.

- (c) Practical arts high school for girls who are planning to enter nursing, home economics teaching, or dietetics, as well as for those who desire a thoroughly practical training in the art of home-making.
- (d) The high school of commerce for those boys and girls who are planning to enter the business world after leaving high school.
- (e) The school of fine and applied arts for those possessing marked artistic talents.
- (f) The school of navigation and fisheries for those who are looking forward to a sea-faring life.
- (g) The technical high school which will prepare boys to enter upon science and engineering university courses.

NON-RESIDENT CLAUSE OF THE NEW BRUNSWICK EDUCATIONAL ACT

Under the New Brunswick Vocational Act, a student from any district of the province may enter any vocational school of the province and his tuition is paid by the district in which he resides. This has the effect of making every school a provincial school, and enables students to take advantage of the courses that appeal most to them. Because the government pays two-thirds of all tuitions, this arrangement enables small outlying districts to take advantage of government aid for the promotion of vocational education.

TEACHER-TRAINING

The New Brunswick Vocational Board held a small summer school at Sackville in 1925 for the professional improvement of teachers of home economics subjects. Those in other fields were assisted to attend institutions outside the province to the extent of having their tuition and travelling expenses paid by the Government. During the year teachers-in-training from New Brunswick were in attendance for full or part time at the Stout Institute, Menomonie, Wisconsin; Simmons College, Boston; Columbia University; and the Ontario College for Training of Technical Teachers at Hamilton.

All the commercial teachers attended Simmons College. While there they made a special study of commercial courses and outlined a tentative course to be used in the schools of New Brunswick.

Those attending the Ontario institution at Hamilton were courteously received, and no tuition charge was made. This service on the part of Ontario is much appreciated. A permanent arrangement whereby our industrial teachers could be trained at this institution would probably be the easiest way for New Brunswick to solve the problem of training this type of teacher. An effort will probably be made to work out such a scheme on a tuition basis that will be satisfactory to all.

Mount Allison and Acadia Universities are developing facilities for teacher training in the home economics field that will very soon, we believe, meet the requirements of vocational teachers. It is the intention of the vocational board to extend the summer school work to include other branches besides those already served. A course for commercial teachers will be offered in 1926.

With the facilities now available in our vocational schools, and with the assistance of the institutions above referred to, the important service of training teachers for our vocational schools will be met with increasing efficiency from this time forward.

ITINERANT AND SHORT COURSES

During the year under review, the itinerant instruction and short courses for garage workers were effectively prosecuted. These two services represent two aspects of training in the gas engine and automotive field. During the

summer months the instructor visited the various garages, especially in the smaller communities, and carried on conferences and short evening courses. During the winter months the garage workers came into the vocational school in Saint John and undertook definite technical training during a period of eight weeks. Evidence on all sides shows that this service has been much appreciated, and that the men have received valuable assistance through the instruction given. Mr. W. B. Main, who effectively organized and carried on this work, is severing his connection with the department at the end of this year to take the headship of the industrial department of the Saint John Vocational School.

DOMINION GRANTS

Under the provision of the legislation referred to in our last report, the grants on completed buildings have been paid up in full with the exception of Milltown. This enabled New Brunswick last year to take up its Dominion grant to such an extent that no money lapsed.

These Dominion grants have given a great impetus to vocational education in New Brunswick, through the building program that has developed. This is only the beginning, however. Because of the buildings now finished or in progress, the maintenance cost is bound to be a heavy charge. Communities with these schools and the province at large will be somewhat embarrassed if Dominion grants are withdrawn in 1929. Because of the value of the service and because the policy of the Dominion has resulted in its extensive development, it is to be hoped that, in the interests of the service and of the nation at large, the Dominion aid will be renewed and extended.

PERSONNEL

Miss Marguerite Taylor, who has been the efficient clerk-accountant in this department since 1921, resigned to take up teaching in September, 1925. Her post has not yet been permanently filled.

Mr. Fletcher Peacock, who has been the Director of Vocational Education since the beginning of the work in 1919, resigned in September, 1925, to take the headship of the Saint John Vocational School. His successor in the provincial position has not yet been named, and, in the meantime he is acting provisionally.

The term of office for the members of the vocational board appointed in 1923 expired in June, 1926. The personnel of the new board and the acting administrative staff is as follows:—

Appointed by the Board of Education—

Mr. John D. Palmer, Fredericton, Chairman.
 Rev. H. D. Cormier, Moncton.
 Mr. Geo. H. Maxwell, Saint John.
 Major A. J. Brooks, M.L.A., Sussex.
 Mr. Wm. G. Millican, Campbellton.

Members Ex-officio—

Dr. W. S. Carter, Chief Superintendent of Education, Vice-Chairman.
 Dr. H. V. B. Bridges, Principal of Normal School.
 Mr. Harvey Mitchell, Deputy Minister of Agriculture.

Administrative Staff—

Mr. Fletcher Peacock, Acting Secretary and Director.
 Miss Marion Sterling, Acting Clerk-Accountant.
 Mr. W. B. Main, Supervisor, Automotive Work.
 Miss Sarah M. Barnett, B.S., Supervisor, Home-making Department.

NEW BRUNSWICK—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES

For Period July 1, 1925, to June 30, 1926

Municipality and School	Department	Full-time Classes		Part-time Classes		Short term and special classes		Number of Individuals enrolled			Teachers				
		Total enrollment	Average attendance	Total enrollment	Student hours	Total enrollment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Campbellton Composite High.....	Commercial.....	43	34.0	.....	.....	.....	.....	22	21	43	2	.....	2	1	2
Carleton County Vocational School.....	Home economics.....	13	12.5	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	30	28.0	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Agricultural.....	9	8.0	.....	.....	64	1,536	82	34	116	5	1	2	4	6
Fredericton Composite High.....	Prevocational.....	48	42.2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	61	57.0	.....	.....	.....	.....	50	59	109	5	.....	3	2	5
McAdam Composite High.....	Prevocational.....	29	25.0	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	20	17.5	.....	.....	.....	.....	22	27	49	3	.....	1	2	3
Milltown Composite High.....	Commercial.....	18	15.0	.....	.....	.....	.....	8	10	18	2	.....	.....	2	2
Newcastle Composite High.....	Prevocational.....	37	29.6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Home economics.....	7	6.2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	41	35.0	.....	.....	.....	.....	45	40	85	4	.....	2	2	4
Saint John Winter Courses.....	Automotive Electricity.....	.....	.....	.....	.....	27	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Oxy-Acetylene Welding.....	.....	.....	.....	.....	13	12,750	40	.....	40	.....	2	2	.....	2
Edmundston Composite High.....	Prevocational.....	63	55.0	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Home economics.....	7	8.0	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	29	12.1	.....	.....	.....	.....	45	56	101	6	.....	3	3	6
	Totals.....	457	385.1	.....	.....	104	14,286	314	247	561	27	3	14	16	30

Teacher-Training Classes—Enrolment, 48; Teachers, 5.

Itinerant Department—Enrolment, 296; Teachers, 1.

NEW BRUNSWICK—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS

For Period July 1, 1925, to June 30, 1926

Municipality or School	Total No. of Subjects	Total No. of Classes	Total Enrolment All Classes	Total Student Hours (by Clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Campbellton High School.....	6	16	196	6,400	40	125	165	2	7	9
Fredericton High School.....	9	20	304	10,000	60	225	285	3	10	13
McAdam High School.....	1	1	10	274	4	6	10	.....	1	1
Milltown High School.....	4	7	83	3,320	19	48	67	.....	4	4
Newcastle High School.....	6	10	154	4,566	23	93	116	2	4	6
Saint John.....	2	14	219	127,140	142	77	219	3	4	7
Marysville.....	5	5	61	2,440	25	36	61	2	3	5
Edmundston High School.....	6	13	168	5,228	36	52	88	2	4	6
Moncton.....	8	40	568	18,278	126	296	422	7	16	23
Totals.....	.....	126	1,763	177,646	475	958	1,433	21	53	74

QUEBEC

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

Dr. A. Frigon

Technical education in this province is passing through a period of rapid progress and of reorganization towards uniformity and flexibility. New laws have been passed by the Quebec Legislature at its last session, but, as they have not yet been sanctioned, we will postpone until next year our comments on the results we may expect from their enforcement. We can now say, however, that their main object is to insure economy, by centralizing all financial matters, which will come under the control of one single body. Up to the present time the schools in Quebec, Montreal and Hull, although subsidized mainly by the province and also by the municipalities, have been owned and administered by as many different corporations.

A new printing section has been opened at the Montreal Technical School. It is run on the "part-time" principle, with alternating weekly periods in the school and shop. A committee of three employers and three employees, all recognized as experts in the art of typography, has been appointed, and is advising the authorities of the school in all matters pertaining to the printing section. It has been decided that hand composition only will be taught at first. Other branches of the printing trade may be added later on. The day courses are open to apprentices who are indented with a regular printing firm. An evening class was organized this year for apprentices who have been in the trade at least three years. One English-speaking and one French-speaking instructor has been selected out of 26 applicants, who submitted to a rather severe competitive examination. We have been to great pains in soliciting the co-operation of the printing industry of Montreal, and to make it realize that the new department was organized for its own special benefit. The trouble we have taken in this connection has been repaid many times through the very close co-operation we have obtained and the great interest shown by all concerned. The committee above mentioned has been a help in selecting a very efficient and complete equipment, and in inaugurating what we believe will prove to be a most interesting program. Presses and binding machinery have been added to the typographical equipment, so that, even at the start, the pupils may see the finished product of their work.

We had in mind to hold another convention this year, but after careful consideration we thought it advisable to postpone it to a later date. Instead, we have started a new magazine which will appear five times a year. The title of this review is "Technique", and three numbers have already appeared. It is being published by a group of professors and "its columns are opened to all who desire to help their fellowmen by their special knowledge in the various departments of industry and science".

The closing paragraph of the editorial published in the first issue reads as follows:—

If through our efforts our industrial classes are made to realize the importance of technical knowledge and if we can awaken amongst them a renewed desire for special knowledge and training, then may we feel that we have done something worth while.

The subscription price has been set at the nominal figure of fifty cents per year. We hope that "Technique" will prove to be a very good propaganda medium for technical education in this province.

It has also been decided that, starting with the academic year 1926-27, a "testimonial" will be given to any student of an evening course who obtains a minimum mark of eighty per cent during the year, and whose attendance has been at least ninety per cent. A student who obtains a definite number of

these "testimonials" (3 or 4 in number), in courses of a homogeneous character, will be given a "Certificate of Trade Aptitude". This means that any man who spends three or four evenings per week at the technical school for two or three years will be given the opportunity of obtaining recognition of his aptitude for a certain definite trade. We hope this will prove an inducement to those who have not had the opportunity of taking a regular technical course at the proper time. This rule will apply to the technical schools in Quebec, Montreal, and Hull.

Up to the present time the most important part of our technical schools has been the three year technical course; evening classes and special courses for auto mechanics, with the new printing school, completes the program. The work shops at the Quebec and Hull schools will in future be open to special students who wish to acquire manual skill only. Groups of these special students may later on be transformed into a trade school course. This will be accomplished this year in Montreal. In future a student will have the choice of following the regular technical course at the Montreal Technical School, or what will be hereafter known as the three year "Trade School Course." This last section will be organized so as to cover manual training in the five fundamental branches of industry: woodworking, machine shop work, foundry, smithy, and electricity. We hope in this manner to be in a position to take care of the majority of those boys, who, after having tried the technical course, have been obliged to drop out on account of insufficient preparation, or lack of aptitude for academic subjects.

The other schools of the province have progressed normally during the year. New centres have been opened by the Council of Arts and Manufactures in Quebec, St. Jerome and Thetford Mines, where Solfeggio is being taught.

We have also made a first attempt at co-operation between the Fine Arts School and the Technical School in Montreal. The Decorative Art Section of the Fine Arts School designed an electric lantern for a club-house which was made in the Technical School smithy. We find that this close co-operation was very beneficial to both schools, and we intend to continue along these same lines whenever the occasion warrants.

In conclusion we might point out that our present policy is not so much to build new schools or open new territories, but rather to consolidate what we have already and to take care of a class of students who have not been given sufficient attention in the past.

ONTARIO

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

D. A. Campbell

PROGRESS DURING THE YEAR

The vocational schools of the province made satisfactory progress during the past year. This is shown by the statistics, which indicate increases in the number of schools or departments, in the number of buildings or extensions, in the number of students in attendance, and in the number of teachers employed in vocational work.

The total number of full-time day schools open throughout the school year is now thirty-two, including the College of Art. In addition, there are day schools open during the months of January, February and March in Kingston, Collingwood and Midland, giving instruction in navigation and marine engineering.

New full-time day vocational departments were opened in Oshawa, North Bay, and Brantford. The commercial departments of schools at these centres are now organized under the Technical Education Branch instead of under the High School Department. Toronto opened a new commercial school, known as the Eastern High School of Commerce.

Evening schools were carried on in fifty-eight centres.

The total enrolment of full-time day pupils was 15,174, an increase over the previous year of 30.8 per cent.

The total enrolment of evening class pupils was 50,297, an increase of 40.9 per cent.

The total enrolment of part-time pupils was 2,743, an increase of 57.7 per cent.

NEW SCHOOLS

During the past year the building program has not been so extensive as in the years 1923 and 1924. This was to be expected, since during those years, and to some extent in the preceding years, the local school authorities had definitely provided for vocational education in most of the centres of the province where the problem was a pressing one and where it was deemed advisable to supplement the educational work already established. Comparatively few similar centres now remain which have not already provided a building for vocational work.

St. Thomas has erected a new building which occupies a central location in the east side of the city, and which will be devoted entirely to vocational education. The original intention of the board was to use a part of the building for accommodating a few classes from the Collegiate Institute, but they finally decided to use the whole building for carrying on vocational work.

The Toronto Board of Education completed the erection of a unit of a new building known as the Eastern High School of Commerce. It was believed that this portion of a larger building would provide sufficient accommodation for a few years at least. So large was the enrolment when the school opened in September, 1925, that all classroom space was overtaxed and temporary arrangements had to be made to accommodate seven additional classes. It would appear that an enlargement of the building will be necessary at an early date.

During the year another addition was made to the London Technical School. This is the second addition to the original building and provides six more classrooms and a shop for the teaching of automobile mechanics. This addition relieves the congestion caused by increased attendance and is physical evidence of the steady growth of vocational education in the city of London.

In Weston, one of the smaller places which undertook to carry on technical education, the attendance increased beyond all expectations, and to provide classroom and shop accommodation the board completed a six-roomed addition to the vocational school.

Niagara Falls completed an addition of four rooms to take care of the increased attendance. This addition provided much needed classroom accommodation and is evidence of an increased appreciation of the work done in the technical department of the school.

RURAL EVENING SCHOOLS

In addition to the inquiries concerning technical classes which have been received from various cities and towns in the province during the past year, several inquiries have come from village communities. Part of the interest in vocational work aroused in some of these communities was due to the activity of Mrs. H. M. Aitkin, an officer of the Women's Institute. In other cases the interest was aroused by inquiring and public-spirited members of the district.

It is becoming known that many of the courses of study available in cities and towns are suited to the needs of rural communities. The difficulty of obtaining well qualified instructors is the only one which presents a serious obstacle. This difficulty was overcome by the employment of an itinerant teacher in the case of Beeton, Bond Head, Bradford, Cookstown and Tottenham. The boards in these villages agreed to engage a teacher who would give a day and evening in each village each week for ten weeks to instruct classes of employed persons in motor mechanics.

The enrolment was as follows: Beeton, 45; Bond Head, 46; Bradford, 77; Cookstown, 45; Tottenham, 45.

Under this plan the instructor carries an equipment with him and with the aid of some locally provided equipment is able to offer a theoretical and practical course of value to those in attendance. The classes have started with considerable enthusiasm, and this experiment would seem to point the way to a wide extension of vocational work in the province, provided suitable local instructors are available.

SCHOOLS AND INDUSTRY

Further progress can be reported in the co-operation between the technical schools and the industrial plants in the larger cities. Such organizations are also recognizing the value of the training given to boys in the industrial departments of the schools.

In the annual report for 1924 a description was given of the relations established between the technical schools and industrial plants at Hamilton, at Ottawa, and at Toronto.

During the spring of 1925 the Ford Motor Company, after investigating the available supply of tool and die makers, decided to further supplement their apprenticeship system by accepting graduates from the shop department of the Windsor-Walkerville Technical School. These graduates are accepted in preference to all other applicants for apprenticeship in the tool, die and other departments. As a result of this recognition of the quality of the work done in the technical school, the firm accepted ten graduates in the tool and die departments and four in the electrical. These apprentices are paid at the rate of forty cents per hour for the first year, fifty cents per hour for the second year, and sixty cents per hour for the third year. Five cents per hour is held back during each year and is paid as a lump sum at the end of each year. There are other reasonable conditions in the agreement made with the apprentice, which is signed by the apprentice, his parent or guardian, and the Ford Motor Company of Canada.

Towards the close of the year a new apprenticeship agreement was drawn up by the management of the rubber machinery shops of the Canadian Consolidated Rubber Company, Limited, at Kitchener. Under this agreement the apprentices are required to attend the evening classes of the Kitchener-Waterloo Vocational School during the term of their apprenticeship. The agreement applied to the machinist, the patternmaking, and the tinsmithing trades. An outline of apprentice instruction in the machinist trade is as follows:—

OUTLINE OF APPRENTICESHIP INSTRUCTION

MACHINIST TRADE

(Four periods of 300 days each)

First Period or Year

(a) At least one month in tool crib, learning tools' names, shapes, treatment and uses, also preliminary instruction in measuring tools as scale rules, calipers and micrometers.

(b) Three months in auto tire mould finishing department learning use of file and chisel on rough class of bench work.

(c) Eight months in machines assembling department—consists of better class of bench work; helping on assembling; general drill press practice, learning the tap drill sizes; and screw and bolt threading on screw cutting machine. In this department the apprentice learns by observation what constitutes good work coming from lathes, millers, planers and shapers.

Second Period or Year

(a) Two months on plain milling machine.

(b) Six months shaper work.

(c) Four months planer work.

Third Period or Year

The twelve months are put on lathes on all classes of this work from the smallest up to 72 inches in diameter.

Fourth Period or Year

(a) Three months assembling machines, receiving instructions and doing the erecting and fitting on the best class of work.

(b) Nine months in tool-room, consisting of universal milling machine practice, including gear cutting; internal, external, and universal grinder work; bench work on forming tools, templates, jigs, etc.; heat treatment of steels in gas furnaces, and general tool-room work where the apprentice does all the operations until the article or job is completed.

During this nine months the apprentice is placed on special machines, boring mills and general machines in the absence of the regular operator. He may also be asked to help in the pattern shop and blacksmith shop.

In General

During the whole course the apprentice is required to take at least two evenings a week in the winter months at the Kitchener-Waterloo Vocational School the following subjects:—

- Shop mathematics,
- Mechanical drawing,
- Business English,
- Advanced machine shop practice (optional),
- Pattern-making and foundry practice (optional),
- Electricity (optional).

The apprentice, either during the last part of fourth year or upon graduation, if he shows the interest and ability, may be taken in the rubber machinery shop's draughting room for several months.

The graduate is considered a finished mechanic and is given journeyman's work and wages according to his proficiency. Usually he is placed on the work he prefers and is most suitable to him.

Similar outlines with different content are in force for the two other trades mentioned.

This action of both companies is interesting, as it is another indication of a re-establishment of an apprenticeship system and also of the value of the quality of the work done in technical schools. The plan also affords an outlet for the placing of the graduates in industry in increasing numbers.

The latest phase of education for day pupils is part-time education, and associated with it is the Adolescent School Attendance Act, which, in this province, dates from the year beginning September 1, 1922.

This Act extended the age for full-time attendance from fourteen years to sixteen years, except for those exempted by certificates. In the case of these, attendance is compulsory for part time. Whatever may have been the need for education, for shelter, for guidance, for sympathetic repressive conditions for a child up to fourteen years of age, it is more important that he should have these when he is passing through the most trying period, when he is becoming psychologically and physiologically a new being with strange and new emotions. The finishing period of the child has become the starting point of the adolescent. Such a pregnant hour does not seem to be the right one to turn him loose or to permit him to escape from the forces which can do most for him in the few years yet remaining as his school life, to cease all concerted active responsibility for him at the brink of the widest chasm in his life, when the adolescent youth becomes a wage-earner, especially as at that period the need and possibilities of education are the greatest.

It has been demonstrated that part-time education can prepare young people for employment; it can conserve the education already received prior to seeking employment, and it can ease the difficulty of adjustment to conditions found in the early years of employment and promote the fitness of youth as social units in the community.

In some communities all the adolescents from fourteen to sixteen years of age are in school on a full-time basis. In other centres (the larger ones) a considerable number are in school on a part-time basis. Sarnia and St. Catharines may be cited as instances of the former. Toronto, Hamilton, London, and Kitchener are examples of the latter. In these cities an organization in the technical and commercial departments has been set up to provide part-time education to employed adolescents. Courses of study have been prepared, special teachers have been assigned to the work, and attendance and co-ordinating officers are co-operating to make the instruction effective.

The action of those in authority in these cities is a commendable one. The latest city to provide part-time instruction is Toronto, which enrolled five hundred and thirty-six (536) pupils during the fall term of 1925 in the vocational departments of the schools.

It is gratifying to report that in the initial stages of the establishment of these classes there was relatively little opposition on the part of pupils, parents, or employers in co-operating with the educational authorities in providing this additional educational service to the young people of the city.

ONTARIO TRAINING COLLEGE FOR TECHNICAL TEACHERS

The following statement on the Ontario Training College for Technical Teachers was prepared by the Principal, Mr. F. P. Gavin, and is submitted herewith:—

The Ontario Training College for Technical Teachers began its first term in Hamilton on April 20, 1925. The purpose of this institution is to train teachers of shop or vocational subjects for technical schools, and manual training teachers for public and high schools.

The establishment of this training college marks the carrying out of the last of the important recommendations made by Dr. Seath in 1911, in his valuable report on "Education for Industrial Purposes."

The following figures give evidence of the growth of the vocational schools. In the year 1924-25 the number of full-time day schools was twenty-seven, with an enrolment of 11,595 full-time day pupils, and 3,614 part-time or special pupils. Evening vocational classes were carried on in fifty-two (52) places, with an enrolment of 35, 675.

The number of teachers employed in the day schools was 524, and in the evening schools, 1,182. A large proportion of these teachers, possibly one-half, are teachers of practical or shop subjects, such as machine shop practice, drafting, dressmaking, motor mechanics. Thus there has appeared in the teaching body an entirely new type of teacher, for the training of which no provision had been made.

The introduction into the teaching body of teachers of practical subjects has raised two problems, viz., how to obtain them, and how to train them.

One method of obtaining shop teachers is that used to obtain academic teachers, viz., to train young people, looking forward to shop teaching, in the content of the trade or shop subject, in suitable institutions of a secondary school or college grade. For example, a young student, ambitious to be a machine shop teacher, would take a four or five years' course in a suitable school, in the operations, processes and fundamental principles of the machinist trade, and in related subjects such as English, mathematics, science and drafting. He would then take a course in the principles of education and methods of teaching in some suitable teacher-training institution. This method is much used in many parts of the United States.

Another method is to recruit such teachers from the trade and industry where they have obtained, under actual trade conditions, training in the content of the trade concerned.

Teachers obtained under the first method have a good all-round general education, a fairly good acquaintance with the operations and processes of the trade, a good knowledge of related fields and their bearing on the fundamental principles of the trade, and probably bring to their teaching a desirable professional attitude. On the other hand, they are not skilled and experienced craftsmen, looked up to and respected by the working members of the craft.

Teachers obtained under the second method are acquainted with the actual working conditions of the producing shop, know the standards of skill and speed required in the trade, and, if properly selected, are masters of their trades or crafts, and esteemed as such by their fellows.

Ontario has decided on the latter method of obtaining technical teachers.

It is evident that teachers recruited from industry need, in addition to their trade training, knowledge of, and skill in, the art of teaching. The belief that a man who knows his subject can therefore teach it to others is no longer held by anyone who knows anything of the learning process. In recent years, due to the rapid growth of technical schools, we have had many untrained persons in charge of shop instruction, and the difference in teaching skill between them and the regularly trained teachers would convince anyone of the value of teacher-training.

In the development of teacher-training work in Ontario the following general principles have been recognized and accepted.

- (1) Training in the art of teaching is necessary, and every teacher in the state-supported schools should be trained in the principles of education and the methods of teaching;
- (2) All teacher-training schools are Government institutions under the direct control of the Minister of Education. A sufficient supply of trained teachers is so vital a factor in the success of the school system that the Government has assumed full responsibility for the supply and for the standard of training;
- (3) Academic and professional training should be separated. The teacher-training is expected to be familiar with the content of his subject before he goes to the teacher-training institution;
- (4) Practice teaching under actual class-room conditions should form an important part of the training. "Learn to do by doing" applies to teaching as well as to music or golf.

These principles have been established through seventy-five years of progressive developments in the training of academic teachers. They have been accepted as fundamental in the organization of a scheme of teacher-training for shop or vocational teachers. The decision to recruit teachers of shop or craft subjects from trade and industry is a recognition of the third principle.

In attempting to formulate a scheme of training for vocational teachers, based on the foregoing principles, the question of training these teachers along with the regular academic teachers must be considered. In dealing with this question certain factors must be taken into account:—

- (1) Persons recruited from the trades, unlike those in attendance at Normal Schools or Colleges of Education, have been out of school for a number of years and, as a consequence, have lost to some extent the habit of study. On the other hand, they have a background of experience and maturity which perhaps offsets in value the study habits of the student-teachers in the regular training schools;
- (2) The facilities for practice teaching in the training schools for academic teachers are not suitable;
- (3) The time factor is important. Skilled craftsmen are mature people, probably married and with dependent families, and already in good wage-earning positions. Either the time arrangements of the period of training must be as short and as conveniently arranged as possible, or the teachers-in-training must be subsidized to take the course.

Consideration of the factors of maturity, facilities for practice teaching and the time factor make it desirable that shop teachers shall be trained in a school specially organized for the purpose.

The length of the course has been fixed at twenty weeks, ten of which are to be taken in either the autumn or the spring term, and ten of which are to be taken in two summer sessions of five weeks each. During the ten weeks' period observation and practice teaching form the chief part of the work. During the summer sessions, the work consists largely of theoretical work, trade analysis and the preparation of courses of study.

This period of twenty weeks appears to be the minimum of time needed to give the required training. The distribution of time has been made such as it is to enable teachers already in service to take the course with the least possible absence from their schools during the school year.

The subjects of study included in the curriculum are:—

English,
 Principles of Teaching,
 History, Principles and Problems of Vocational Education,
 School and Class Management and School Law,
 Trade Analysis and Courses of Study,
 Study of Industries
 Methods of Teaching Industrial Subjects,
 Practice Teaching,
 Vocational Guidance,
 Shop Plans and Equipment,
 Mechanical Drawing,
 Costume Design.

Due to the limitations of time, the work taken up in the theoretical subjects is carefully selected to meet the needs of the student-teachers concerned. Time does not permit of any extended study of general psychology, of the history of education in other countries, or of general principles of school administration.

Observation work and practice teaching under actual class-room conditions are recognized as important elements of teacher-training. The regular day classes of the Hamilton Technical Institute are used for this phase of the work.

Each student is required to submit a stated number of reports on model lessons taught by critic teachers, and to prepare lesson plans for and teach a stated number of assigned lessons. Near the end of the term each student-teacher takes complete charge for two whole days of a given shop. He assembles and dismisses the classes that come to the shop, keeps the register and other records, gives out supplies, carries on the instruction of the classes, and in general takes the place of the regular teacher.

In Canada and in the United States vocational education is a development of the last twenty years. Public interest and support has been a matter of perhaps not more than ten years. Many of the problems connected with it are new, and as yet in the field of debate and discussion.

It is desirable that technical teachers should know what are these problems, and become acquainted with at least a part of the considerable body of literature that has grown up around them. In order to do this, each student-teacher is given a topic dealing with some problem or phase of vocational education, and required to make the investigation necessary to make a report on the topic. The topics are so selected as to require, on the part of the students, considerable reading, study, and investigation, including in some cases inquiries among industries. When completed, the essay of about 3,000 words is read by the writer to the whole group and made a subject of discussion. The debates in many instances are most enlightening, inasmuch as they disclose unsuspected backgrounds of experience and knowledge, and powers of criticism and judgment, both on the part of the group to criticise, and of the writer to defend his thesis.

The enrolment at the Training College for the sessions of 1925 and the spring session of 1926 was as follows:—

	Men	Women	Total
Summer Session, 1925.....	53	48	101
Autumn Session, 1925.....	10	5	15
Spring Session, 1926—			
Class A (10 weeks).....	5	3	8
Class B (5 weeks).....	6	3	9
Class C (no previous attendance).....	9	2	11

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NOTE.—Attendance in brackets indicates attendance previous to the ten weeks' course.

The organization outlined in the foregoing paragraphs provides for the training of full-time day teachers. There remains, however, a large number of evening class teachers of technical subjects who need instruction in the methods of teaching. The majority of these are employed in their regular callings during the day time, and give an evening or two a week to evening class work. In many cases they are the only persons in the community sufficiently versed in their callings to give instruction, and often do so as a matter of public duty, and at the earnest solicitation of the principal. It is out of the question to expect persons teaching in evening classes only to give up time and money to take such a training course as may be required of full-time day teachers.

It is proposed, however, to give to such teachers some assistance in the work of teaching. The sessions of the Training College are so arranged that there is a ten weeks' term in the autumn and a ten weeks' term in the spring. This schedule is made for two reasons. First, as already stated, to make the period of training as short as possible and the time arrangements as convenient as may be for local school authorities. There is, however, another reason. During the months of January, February, and March, the members of the staff are available for field work. It will be part of their work to visit centres in

which graduates of the Training College are at work in order to afford them further assistance in the selection, organization, and presentation of their subjects. At the same time, they will conduct for evening class teachers, short, intensive, itinerant courses of, say, one or two nights a week in conveniently located centres. Each subject of the course is made up of a small number of topics, each topic forming a unit of instruction in itself. The method of the course is by discussion and round-table conference rather than by lecture. Such topics as the following are taken with these evening class teachers: how to arrange the subject matter in a suitable learning order; how to teach a lesson; the different methods of presentation; how to keep records and make reports; how to determine the needs of the pupil and to adjust the course to meet those needs, etc. From this work it is hoped that there may result a better adaptation of the evening classes to the needs of the community, an improvement in the teaching methods, and consequently a greater efficiency in the evening class program.

ONTARIO—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD
JULY 1, 1925, TO JUNE 30, 1926

Municipality and School	Department	Full-time Classes		Part-time Classes		Short Term and Special Classes		Number of Individuals Enrolled			Teachers				
		Total Enrol-ment	Average Attendance	Total Enrol-ment	Student Hours	Total Enrol-ment	Student Hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Beamsville. Brantford. Chatham.	Home-making.....	4	2.8						4	4		5	3	2	5
	Commercial.....	208	176.22					48	160	208	4	9	6	7	13
	Industrial and Home-making.....	71	41.0												
	Commercial.....	144	101.0												
Collingwood. Fort William.	Part Time.....			23	354				78	160	238	7	2	5	4
	Technical (Navigation).....					28	4,665		28	28	2		2		2
	Industrial, Technical and Home-making.....														
	Commercial.....	109	102.0												
Galt.	Part Time.....	164	142.0	14	34.6			143	144	287	8	7	7	8	15
	Industrial, Technical and Home-making.....														
	Commercial.....	114	93.0					152	154	306	8	5	6	7	13
	Industrial, Technical and Home-making.....	192	165.0												
Guelph.	Commercial.....	102	79.0					163	140	303	10	3	7	6	13
	Technical and Home-making.....	201	169.0												
	Special.....	66	48.0			16	318	40	42	82	2	8	3	7	10
	Industrial, Technical, Art and Home-making.....														
Haileybury.	Part Time.....	1,383	868.0	663	79,312										
	Special.....														
	Technical (Navigation).....	31	12.0	434	20,644			1,509	971	2,480	61	4	43	22	65
	Industrial, Technical, Art and Home-making.....							31		31	1	1	2		2
Kingston. Kitchener-Waterloo.	Commercial.....	186	162.0												
	Part Time.....	279	237.0	351	23,622										
	Special.....					16	1,148	378	454	832	18	7	15	10	25
	Industrial, Technical and Home-making.....														
London.	Commercial.....	507	354.0												
	Part Time.....	450	347.0	124	12,312										
	Special.....					50	16,647	552	579	1,131	32	3	25	10	35
	Technical (Navigation).....					29	7,910	29		29	2		2		2

ONTARIO—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD
JULY 1, 1925, TO JUNE 30, 1925—*Concluded*

Municipality and School	Department	Full-time Classes		Part-time Classes		Short Term and Special Classes		Number of Individuals Enrolled			Teachers				
		Total Enrolment	Average Attendance	Total Enrolment	Student Hours	Total Enrolment	Student Hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Niagara Falls.....	Industrial, Technical and Home-making.....	92	69.1					88	111	199	7	1	5	3	8
	Commercial.....	107	92.6												
North Bay.....	Commercial.....	84	68.0					30	57	87	3	3	2	4	6
	Part Time.....			3	534			59	137	196	5	4	2	7	9
Oshawa.....	Commercial, Technical and Home-making.....	196	155.0												
Ottawa.....	Commercial.....	290	201.7												
	Part Time.....	324	246.1	45	12,090	482	19,307	378	763	1,141	28	7	19	16	35
	Special.....														
Port Arthur.....	Commercial.....	101	96.0			3	2,970	22	82	104	3	6	4	5	9
	Special.....														
Owen Sound.....	Industrial, Technical and Home-making.....	121	95.0												
	Commercial.....	79	64.0												
	Special.....					15	4,800	113	102	215	8	7	5	10	15
Renfrew.....	Home-making.....	16	14.0												
	Commercial.....	48	44.0												
	Special.....					3	114	11	56	67	3	4	2	5	7
Sarnia.....	Industrial, Technical and Home-making.....	146	101.2												
	Commercial.....	198	157.1												
	Part Time.....			6	376										
	Special.....					54	2,536	164	240	404	15	5	11	9	20
Stamford.....	Commercial.....	92	77.0					9	83	92	3	5	4	4	8
Sault Ste. Marie.....	Industrial and Home-making.....	205													
	Commercial.....	174	149.379			13	1,960	195	197	392	11	2	9	4	13
	Special.....														
St. Catharines.....	Industrial, Technical and Home-making.....	220	165.0												
	Commercial.....	286	223.0												
	Special.....					132	3,572	179	459	638	18	4	9	13	22
Sudbury.....	Industrial, Technical and Home-making.....	59	44.16												
	Commercial.....	90	70.9												
	Special.....					20	1,193	76	93	169	7	4	5	6	11

Toronto Auxiliary Girls.....	249	.....	10	1,000	.....	.....	.....	.....	.....	259	10	.....	.....	10	10
Toronto College of Art.....	125	.....	97	5,627	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Toronto Eastern H. S. Commerce.....	853	720-0	31	3,528	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Toronto Auxiliary Boys.....	244	169-7	45	7,500	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Toronto Central H.S. Commerce.....	2,209	1,905-0	68	5,835	.....	.....	.....	.....	.....	610	1,667	2,277	58	.....	58
Central Tech.....	2,325	1,685-0	1,042	179,569	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Riverdale Tech.....	868	594-0	221	25,678	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Welland.....	78	57-74	107	15,444	.....	.....	.....	.....	.....	769	427	1,196	30	7	37
Weston.....	100)	185-0	4	320	.....	.....	.....	.....	.....	28	54	82	1	3	4
Windsor-Walkerville	148)	.....	23	750	.....	.....	.....	.....	.....	102	169	271	10	3	13
Totals.....	15,174	11,302-7	2,743	358,283	1,705	173,365	8,841	10,781	19,622	530	398	279	677	.....	.....

Teacher-Training Classes:—Enrolment, 144; Teachers, Permanent, 3.
Correspondence Department:—Enrolment, nil; Teachers, nil.

DEPARTMENT OF LABOUR

ONTARIO—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN
EVENING VOCATIONAL SCHOOLS

For Period September 1, 1925, to June 30, 1926

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Amherstburg.....	1	1	17	446	.....	17	17	.....	1	1
Barrie.....	8	5	88	5,785	20	64	84	5	1	6
Belleville.....	11	11	484	12,920	111	228	339	7	8	15
Brantford.....	14	13	745	19,994	297	207	504	10	9	19
Brockville.....	23	16	457	10,381	131	186	317	11	6	17
Burlington.....	7	6	103	4,634	34	54	88	3	3	6
Chatham.....	19	14	842	13,304	117	336	453	6	10	16
Collingwood.....	8	8	131	4,498	25	101	126	4	4	8
Dundas.....	8	6	150	6,876	35	92	127	3	4	7
Elmira.....	11	6	239	5,220	22	79	101	3	3	6
Espanola.....	6	6	217	5,124	122	43	165	3	4	7
Fairbank.....	8	8	512	11,446	98	118	216	6	3	9
Fergus.....	6	5	123	2,433	.....	.....	99	3	2	5
Fort William.....	21	24	486	17,260	197	289	486	12	7	19
Galt.....	15	26	912	24,130	265	475	740	7	10	17
Goderich.....	8	10	171	3,782	27	93	120	2	4	6
Guelph.....	19	30	776	33,912	306	451	757	12	18	30
Hamilton.....	39	57	1,873	78,100	1,112	560	1,672	59	26	85
Hespeler.....	10	3	416	5,246	20	101	121	2	4	6
Ingersoll.....	11	7	170	3,579	94	76	170	5	2	7
Iroquois Falls.....	17	13	419	7,622	95	73	168	7	5	12
Kitchener-Waterloo.....	22	49	1,274	42,829	649	625	1,274	19	15	34
London.....	33	56	1,580	46,524	614	580	1,194	28	9	37
Midland.....	3	7	141	4,132	.....	141	141	.....	4	4
Niagara Falls.....	20	25	815	16,728	421	256	677	11	10	21
Niagara on the Lake.....	5	8	132	4,542	55	77	132	3	3	6
North Bay.....	20	15	422	19,950	176	236	412	7	9	16
Oakville.....	8	6	197	5,810	72	84	156	3	9	12
Oshawa.....	8	8	222	14,661	101	121	222	4	5	9
Ottawa.....	39	190	4,729	149,302	1,083	3,074	4,157	37	51	88
Owen Sound.....	17	20	608	10,722	137	243	380	5	12	17
Pembroke.....	10	10	206	7,260	73	108	181	7	4	11
Peterborough.....	14	25	444	14,008	189	228	417	11	5	16
Port Arthur.....	17	16	439	15,758	159	244	403	10	6	16
Preston.....	11	5	113	5,524	16	93	109	2	4	6
Perth.....	15	16	271	8,470	66	205	271	6	10	16
Renfrew.....	10	10	216	9,036	61	155	216	4	5	9
Sarnia.....	18	30	488	19,652	249	196	445	14	5	19
Sault Ste. Marie.....	18	18	481	15,092	225	172	397	10	5	15
Smith's Falls.....	10	6	121	2,642	44	57	101	5	2	7
St. Catharines.....	28	63	1,667	48,454	381	741	1,122	23	15	38
Stratford.....	17	15	690	31,028	254	310	564	10	7	17
St. Thomas.....	22	17	598	15,894	203	250	453	5	5	10
Sudbury.....	13	14	300	9,775	120	180	300	6	8	14
South Porcupine.....	1	2	21	1,166	20	1	21	.....	1	1
Swansea.....	4	4	45	908	5	8	13	1	0	1
Timmins.....	9	8	212	7,476	104	100	204	4	5	9
Toronto.....	46	93	3,020	116,132	889	1,069	1,958	51	24	75
Riverdale Branch										
Tech. H.S. Commerce.....	17	154	7,263	107,260	1,253	1,444	2,697	49	14	63
Central Tech.....	66	311	8,485	302,384	2,740	3,336	6,076	120	48	168
Eastern H.S. Commerce.....	8	62	2,666	46,685	548	610	1,158	16	5	21
College of Art.....	13	18	574	16,900	143	106	249	9	8	17
Wallaceburg.....	8	8	133	4,268	30	65	95	3	3	6
Welland.....	22	12	265	12,494	114	147	261	6	4	10
Weston.....	17	17	441	14,940	183	202	385	9	9	18
Whitby.....	5	5	48	1,015	6	28	34	1	3	4
Windsor-Walkerville.....	22	50	1,201	48,032	751	450	1,201	29	15	44
Woodstock.....	20	14	438	3,640	102	178	280	10	7	17
Totals.....		1,662	50,297	1,477,785	15,364	19,763	35,226	708	488	1,196

Owing to the resignation of Mr. R. B. Vaughan, Director of Technical Education for the province of Manitoba, no written report has been received, but the following statistics were submitted by the Department of Education:—

MANITOBA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1925, TO JUNE 30, 1926

Municipality and School	Department	Full-time Classes		Part-time Classes		Short term and Special Classes	Number of Individuals Enrolled			Teachers					
		Total Enrollment	Average Attendance	Total Enrollment	Student Hours		Total Enrollment	Student Hours	Male	Female	Full-time	Part-time	Male	Female	Total
Winnipeg S.D. No. 1, C.I.—	Commercial, Practical Arts and English.....	419	375.94	.....	.....	.....	.....	151	268	419	15	44	28	31	59
Daniel McIntyre.....	Commercial and Practical Arts.....	235	168.10	.....	.....	.....	.....	63	172	235	47	.....	20	27	47
Kelvin T.H.S.....	Commercial, Practical Arts and English.....	519	418.67	.....	.....	.....	.....	263	256	519	2	90	45	47	92
St. John's T.H.S.....	Household Arts, Domestic Science and Commercial.....	242	222.0	.....	.....	.....	.....	37	205	242	3	.....	1	2	3
Earl Grey, Jr. H.S.....	Commercial and Household Arts.....	130	117.16	.....	.....	.....	.....	55	75	130	3	.....	3	1	3
Isaac Newton H.S.....	Commercial.....	32	28.44	.....	.....	.....	.....	13	19	32	6	.....	1	5	6
Lord Roberts H.S.....	Commercial.....	45	41.40	.....	.....	.....	.....	8	37	45	8	.....	1	7	8
Lord Selkirk H.S.....	Commercial.....	133	122.48	.....	.....	.....	.....	53	80	133	18	.....	6	12	18
Macbray H.S.....	Commercial.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Norwood S.D., No. 2113:—	1st and 2nd year Commercial.....	44	35.30	.....	.....	.....	.....	9	35	44	.....	4	2	2	4
Taché School.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
St. Vital—	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
(Glenwood-Wood-Lawn, Collegiate Dept.).....	Commercial.....	36	31.0	.....	.....	.....	.....	14	22	36	.....	3	2	1	3
Winnipeg Gallery and School of Art.....	Life.....	46	42.0	28	396	26	116	73	120	193	2	3	2	3	5
.....	Antique.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	Design.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	Still Life.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	Perspective.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	Composition.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	Illustration.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Totals.....	.....	1,881	1,602.49	28	396	119	199	739	1,289	2,028	72	179	109	142	251

Correspondence Department.—Enrolment, 26; Teachers, 1.

DEPARTMENT OF LABOUR

MANITOBA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS

For Period July 1, 1925, to June 30, 1926

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Winnipeg:—										
St. John's Technical High School	19	32	576	9,118	320	204	524	16	6	22
Kelvin Technical High School.....	18	45	1,024	12,227	356	299	655	16	6	22
Winnipeg Gallery and School of Art	4	3	122	248	73	49	122	2	.....	2
Totals.....		80	1,722	21,593	749	552	1,301	34	12	46

SASKATCHEWAN

REPORT ON VOCATIONAL EDUCATION

Dr. J. H. McKechnie, Chief Inspector

There have been few developments since our report of last year. So-called vocational work is still confined to the three large centres, Regina, Saskatoon and Moose Jaw. The town of Battleford has recently organized a committee with the idea of developing commercial work in the Collegiate Institute.

During the year the College of Agriculture, the Departments of Agriculture and of Telephones, and the various machine companies continued their educational activities. These were outlined in our report of last year and continue to be a real factor in meeting any demand for specific vocational training.

The Collegiate Institutes at Regina, Saskatoon and Moose Jaw again maintained their departments of home economics and manual training, although in some instances the work did not entitle the schools to grants under the Vocational and Technical Education Acts. Saskatoon Collegiate Institute had a small class in third year industrial work, while Regina maintained its vocational classes in motor mechanics and home economics. The three cities of Regina, Saskatoon, and Moose Jaw again enrolled large classes in commercial work.

Evening class work was conducted in Saskatoon, the following courses being given: Millinery, dressmaking, book-keeping (junior and advanced), stenography, English for the non-English, business arithmetic, drafting and dietetics. In Regina the evening classes included dressmaking, stenography, book-keeping, machine drafting and sheet metal drafting, carpentry, motor mechanics, English, steam engineering and practical science (for nurses).

SASKATCHEWAN—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD
JULY 1, 1925, TO JUNE 30, 1926

Municipality and School	Department	Full-time Classes		Part-time Classes		Short term and Special Classes		Number of Individuals Enrolled			Teachers				
		Total Enrolment	Average Attendance	Total Enrolment	Student Hours	Total Enrolment	Student Hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Regina Collegiate Institute...	Household Economics.....	63	54						63			4		4	4
	Industrial.....	31	27			47	23,500		78	3			3		3
	Commercial.....	259	246					95	164	259	7		5	2	7
Saskatoon Collegiate Institute.....	Industrial.....	7	6						7						
	Commercial.....	229	200-29					73	156	229	4	9	10	3	13
Moose Jaw Collegiate Institute.....	Commercial.....	93	68-22					35	58	93	1	11	8	4	12
	Domestic Science.....	82	24-30						82	82	1			1	1
Battleford Collegiate Institute.....	Commercial.....	15	12-67					10	5	15	1		1		1
	Totals.....	779	638-48			47	23,500	298	528	826	17	24	27	14	41

SASKATCHEWAN—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN EVENING VOCATIONAL SCHOOLS

For Period July 1, 1925, to June 30, 1926

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Regina.....	20	15	374	22,605	124	250	374	15	3	18
Saskatoon.....	8	10	256	4,894	110	146	256	5	4	9
Moose Jaw.....	1	20	18	720	.....	18	18	.....	1	1
Totals.....		45	648	28,219	234	414	648	20	8	28

ALBERTA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

W. G. Carpenter

The year 1925-26 has been an interesting one even if no great tangible results are apparent. The year was characterized by an optimistic spirit and a return of an attitude favourable to the development of a larger place in education for expressional subjects and a definite place for vocational instruction. Calgary is adding to their staff of manual training and household science teachers and is planning expansion in these departments. An important private school in the province is including manual training and household science on its curriculum. Drumheller school district had a strong constituency demanding vocational educational facilities in a new school building they are erecting. Medicine Hat has been using equipment that has been idle for a dozen years. The Edmonton Technical School has had a larger enrolment than in any previous year. The Provincial Institute of Technology and Art has had a successful year, with increased attendance both in its day classes and its evening. Additional accommodation is being provided to take care of the numbers who were unable to secure admittance. The points outside the cities in which work has been done previously have been coal mining districts. The unsettled condition of the coal mining industry has not been conducive to the development of educational work among the miners, but the prospects for the coming year are much brighter.

In Edmonton the Technical High School has had a larger enrolment in its prevocational department. A class was organized in this department with a content of related work independent of Grade VIII requirements. This is a step in the right direction for older students, inasmuch as it frees them from too rigid a requirement of material which detracts from their time to get experience in their practical work. While care must be taken not to depreciate the academic standing, still there has been a danger of unduly stressing the mere academic at the expense of the manual, particularly with older boys and girls. The prevocational school in Calgary also experimented with such a group with quite satisfactory results. Such a class forms a type of matriculation into the industrial classes, which in their organization contain related work selected because of its practical and applicational value. In Calgary contacts have been arranged with the Board of Trade and the service clubs, through which closer relationships between the school and employment have been established. A very fine exhibition of work was presented by this school, which was largely attended. A more definite relationship is being established between the prevocational school and the Institute of Technology. The senior classes visited the Institute and were shown the opportunities provided.

There has been a little falling away in the attendance in the science matriculation department of the Edmonton Technical High School. There is a danger of unduly using the school for university matriculation, rather than for direct vocational purposes. This falling-off of enrolment for work, which, in a large degree, duplicates that of the academic high school, may be looked upon as a wholesome tendency. It is hoped that this institution may seek to develop more vital contacts with industrial life than with university. This school has a very strong staff, and, with the improvement in economic conditions, will do very vital and valuable work.

In the commercial department there has been a slight falling off in attendance, particularly in the classes in McDougall High School in Edmonton. A superior type of student is enrolled, however, and splendid work continues to be done. The commercial department under the Separate School Board has been housed in new and attractive quarters and the work of the year has been greatly improved. It is pleasing to note that in Calgary the Commercial High School has outcrowded its quarters and will be accommodated in a spacious, specially prepared and centrally located building next year. This school has had a good year. The call for graduates of this school has been strong. There is a promising outlook ahead. A very fine service is being rendered. Lethbridge Commercial Department continues to do good work with a slight falling-off in enrolment.

The Provincial Institute of Technology and Art has had a very successful year. It was unable to accommodate all who applied for admission. Many applicants were keenly disappointed. Electricity still continues to be the most popular department. The motor mechanics department was filled to capacity. A strong class enrolled in the mechanical engineering department. A number of young women were disappointed in not being able to gain a place in the dress-making and millinery classes. An adjustment is being made in the internal arrangement of the shops, through which it is expected to make the work more effective. A new wing to the shop building, 150 feet by 70 feet, is being erected and will be ready for occupancy in October. A number of the services in this wing are being left for students to install. This wing will accommodate the motor mechanics department and will give additional space to the electrical department and will enable the offering of a course in acetylene and electrical welding.

An interesting development during the year has been the attitude of the builders and those engaged in the plumbing and heating business. They are desirous of establishing co-operation for the training of their apprentices.

One of the main interests of the year has been the co-operation plan among the four western provinces in anticipation of the expansion in instruction services given through the mails. A conference was held in Calgary during Easter week at which considerable progress was made. A final meeting is being planned for September. The object of these conferences is to work out courses for night class instruction, and for correspondence; to provide class leaders with direction where evening classes may be organized, and to give individuals working throughout the provinces opportunities to improve themselves at nominal expense.

The correspondence courses in steam engineering have rendered a conspicuously good service during the year. The mining courses have not had a successful year. The mining industry has been badly shattered, but the prospects are brighter and it is hoped that this service may soon be placed upon a satisfactory basis again. The engineers in charge of this department have been largely used in the general instructional services of the institute. There is a consistent demand for expansion in this type of service, particularly in the subject of electricity.

The regular night class programs have been carried on, excepting in the smaller centres which depend upon mining for their prosperity. There has been a slight falling-off in attendance in all centres, excepting Calgary, which records an increase, particularly in the Provincial Institute. These classes have been very successful and have been the means of materially assisting workmen, who have attended in goodly numbers. Classes were conducted in electricity, motor mechanics, machine shop practice, steam engineering, engineering mathematics, oil chemistry, chemistry for cleaners and dyers, building construction and estimating, drafting and show card printing, and industrial art. Medicine Hat put on a successful class in building construction and carpentry. Lethbridge carried a successful class in auto mechanics.

No changes were made in the legislation affecting technical education. The Government is favourably disposed and the prospects are very good for a successful year ahead.

ALBERTA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN
EVENING VOCATIONAL SCHOOLS

For Period July 1, 1925, to June 30, 1926

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Edmonton S.D. 7....	24	37	1,218	22,598	445	442	887	16	7	23
Calgary S.D. 19.....										
Central H.S.....	7	24	270	4,995	70	55	125	8	0	8
Commercial H.S....	3	6	179	11,452	93	86	179	6	1	7
McDougall P.S.....	4	3	74	3,696	56	18	74	3	0	3
Home-making.....	3	12	180	2,982	0	176	176	0	3	3
Lethbridge S.D. 51..	6	6	129	4,748	61	68	129	3	3	6
Medicine Hat S.D. 76	3	2	173	6,061.5	142	31	173	4	1	5
Canmore S.D. 168....	2	2	16	326	14	2	16	1	.....	1
Drumheller S.D. 2472	4	4	60	2,550	44	16	60	3	1	4
Provincial Institute of Technology and Art, Calgary.....	14	14	316	10,897	5	308	313	14	0	14
Totals.....		110	2,725	70,305.5	930	1,202	2,122	58	16	74

BRITISH COLUMBIA

REPORT OF THE PROVINCIAL ORGANIZER OF TECHNICAL EDUCATION

John Kyle

The following is a short report on the work of vocational and technical education in the province of British Columbia for the year ended June 30, 1926.

DAY SCHOOLS

Technical high schools are established in New Westminster, Trail, Vancouver, and Victoria, and commercial courses only in Burnaby, Kamloops, Nelson, North Vancouver, Point Grey, Prince Rupert, Revelstoke, South Vancouver, Surrey, and West Vancouver.

The three-year technical courses of study in these schools embrace the following subjects:—

Technical courses for boys.—English, citizenship and economics, history, French or Latin, mathematics, applied mechanics, physics, chemistry, drawing and design, electricity, physical culture, shop work in wood and metal.

Household science course for girls.—English, citizenship and economics, history, French or Latin, mathematics, chemistry, physics, physiology, dietetics and cookery, needlework (dressmaking and millinery), drawing and design, household art, vocal music and physical culture.

Commercial course.—Secretarial and Accounting—English, business correspondence and filing, arithmetic, book-keeping, accounting, commercial geography, shorthand, typewriting, commercial law.

At the conclusion of these courses examinations are held for the technical leaving certificate, junior matriculation certificate and commercial certificate, all of which are issued by the Department of Education.

The total enrolment in all day vocational classes throughout the province was 2,667.

In last year's report attention was drawn to the necessity of technical courses in the high schools of Greater Vancouver. The Board of School Trustees

of Point Grey Municipality have made the first move in this direction and great success may safely be predicted, as both the school board and the school principal are in full sympathy with the democratic ideal.

Judging from the high percentage of failures in the first year university course one may safely assume that great numbers of students are being misguided. The same may be said of a large proportion of the first year high school students. The trend towards a purely academic course will be considerably reduced when school trustees provide, as in common justice they should, a high school course of an industrial nature.

The Point Grey Board is thus on the right tack, and when the trustees of Burnaby, North Vancouver, and South Vancouver veer in the same direction and introduce a technical course in their high schools, then feeders will be provided for the large technical school which should be erected and operated by a Greater Vancouver Board.

An additional plea for such a technical school comes from the fact that the new idea of apprenticeship adopted by the Building Trades Association of Greater Vancouver makes it imperative for the indentured boy to attend technical classes at which the theoretical side of his work may be studied. This apprenticeship system is a sign of the times and will, undoubtedly, spread from the building trades to other activities.

The City of Victoria should provide a three-years technical high school course and cease to persist longer in denying an additional year to those who are going to participate in the development of industrial enterprise. Why continue longer to favour those who are preparing for professional life and deny similar opportunities to those who are preparing to develop the raw material of the country. The least that can be done is to give such students an opportunity to obtain the technical leaving certificate.

Progress has been made in Vancouver city by the opening of the School of Decorative and Applied Art, in which a staff of three whole-time instructors and seven part-time instructors are engaged. The advisory board consists of nine citizens whose credentials warrant them in holding such a responsible position. In the lower school the following subjects are taught: still life, perspective, geometry, lettering, design, modelling, figure drawing from the cast and from life, and art appreciation. In the middle school the work embraces the following: still life in oil, figure drawing and composition, modelling, lettering, design and historic ornament, advertising problems, i.e., posters, showcards, layouts, labels, covers and costume design.

Night school classes with a staff of eight instructors are held in connection with the above and 212 students are on the register (60 day students and 152 night students).

This number, however, does not represent individual students, but our returns for the coming year will be so drawn up as to give this information.

The following subjects are included in the night school courses: English, English for foreigners, subjects for Civil Service examinations, subjects for pharmaceutical examinations, subjects for junior matriculation, citizenship and economics, mathematics, mechanics, physics, machine construction and drawing, patternmaking, forging, machinists' work, steam engineering, automotive ignition system, magnetism and electricity, electrical engineering, chemistry, metallurgy, coal-mining, building construction, carpentry and joinery, architectural design, estimating, navigation, forestry, papermaking, printing, commercial English, typewriting, stenography, accounting (elementary and advanced), commercial languages (i.e., Spanish, Russian, Japanese, Chinese, French), salesmanship, drawing and design, modelling, metal repousse, wood-carving, embroidery, pottery, china painting, show-card writing, dressmaking, millinery, costume-designing, laundering, bread-baking, canning, cookery, music (instrumental and choral), elocution and public speaking.

TEACHER-TRAINING CLASSES

(a) Technical Teachers

Classes for training craftsmen as technical teachers meet every Saturday afternoon in Vancouver Technical School and are composed, for the most part, of craftsmen manual instructors. These men are good material for teachers of technical subjects, as they have adequate trade and teaching experience. This background of work for the manual training teacher's high school diploma forms an excellent preparation upon which to build that knowledge which is required in a technical school. The subjects are as follows: furniture-making, wood-turning, sheet-metal work, art metal-work, machine-shop work at bench, design, educational methods, course of work in the first six subjects, thesis on manual training, use and care of wood-working machinery, science relating to wood and metal-work.

The classes referred to, with an enrolment of twenty-five students, are much to be commended because they form an outlet for the activity and ambition of the men, they are the means whereby instructors may rise in their profession, and the Department of Education has always a supply of competent instructors ready for new positions. Entrance qualifications in English and arithmetic of matriculation standing is demanded from the men and they must have good moral character.

(b) Commercial Teachers

The training of first class certificated teachers for commercial work is undertaken in three ways (a) by a class of university graduates, who meet in King Edward High School, Vancouver, after school hours, (b) by summer school classes, and (c) by a follow-up study course conducted by correspondence and which continues the work of summer school. Twenty-five students are enrolled in the correspondence course and the same students have attended the summer school course in Vancouver.

The correspondence courses are arranged under the following headings:—

- A. Shorthand (theory and practice)—covering first year high school course.
- B. Shorthand (theory and practice)—covering second year course (80 words per minute).
- C. Typewriting (theory and practice)—covering the work of first and second year high school.
- D. Accounting (theory and practice)—covering first year high school course.
- E. Accounting (theory and practice)—covering second year high school course.

The remainder of the commercial subjects which are taken at summer school are as follows: commercial geography and economics, arithmetic of commerce and finance, history of commerce, commercial law, statute law, office management, business correspondence and filing, and auditing.

The commercial teacher's training classes have made it possible to keep pace with the growth of this work in high schools. Had it not been for the supply of trained teachers who were ready to take charge of the students, the whole structure would have collapsed.

The number of commercial pupils will continue to increase because office work, warehousing and wholesale merchandising will continue to be an important avenue of activity and the distribution of goods will always be characteristic of the trade on the Pacific coast.

Undoubtedly the time will come when manufacturing will make rapid strides, but the distribution of goods made in other countries holds the premier place to-day. For this reason commercial training is important—clerical, secretarial, buying, warehousing, selling, and accounting. Great attention must be focussed on the industrial situation in other countries, in the languages of western peoples and in their requirements.

CORRESPONDENCE CLASSES

The above classes embrace the following courses:—

- No. 1. Preparatory Mining Course for boys over fifteen years of age, who have left school.
- No. 2. Course in arithmetic and mathematics.
- No. 3. Course for fire-boss, shift-boss or shot-lighter's papers (Third Class).
- No. 4. Course for overman's papers (Second Class).
- No. 5. Course for mine manager's papers.
- No. 6. Course in mine survey work.

There has been an enrolment of 195 students in the above classes and the lessons were so arranged that a boy on leaving school could continue his studies until he reaches the age of twenty-three, at which age he is permitted to compete for his provincial mining papers. Course No. 1 is divided into six separate sections of carefully graded work, and regular application will fit a young man thoroughly for the examinations held for shot-lighters. With a continuance of his studies his papers as overman will not be difficult to obtain, and following on these two the aspiring coal-miner may rise to any height he desires.

When one considers that a young man engaged in industrial work during the day has the privilege of dividing his matriculation to university examinations into four sections and of trying one section each year, it will readily be seen with what comparative ease a mine worker could step up to work of an advanced character.

BRITISH COLUMBIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD
JULY 1, 1925, TO JUNE 30, 1926

Municipality and School	Department	Full-time Classes		Part-time Classes		Short term and Special Classes		Number of Individuals Enrolled			Teachers				
		Total Enrolment	Average Attendance	Total Enrolment	Student Hours	Total Enrolment	Student Hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Burnaby.....	Commercial.....	99	90.60	.....	.....	.....	.....	.....	.....	99	2	3	4	1	5
Kamloops.....	Commercial.....	29	26.0	.....	.....	.....	.....	.....	.....	29	1	1	2	3	5
Nelson.....	Commercial.....	28	26.72	.....	.....	.....	.....	.....	.....	28	1	4	1	1	2
New Westminster.....	Technical.....	147	140.0	.....	.....	.....	.....	.....	.....	.....	7	2	6	3	9
	Home Economics.....	45	43.0	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	1	1
	Commercial.....	85	84.0	.....	.....	.....	.....	.....	.....	277	2	.....	.....	1	2
	Commercial.....	82	76.46	.....	.....	.....	.....	.....	.....	82	2	.....	.....	1	2
North Vancouver.....	Commercial.....	116	104.0	.....	.....	.....	.....	.....	.....	116	2	8	6	4	10
Point Grey.....	Commercial.....	29	25.50	.....	.....	.....	.....	.....	.....	29	1	.....	.....	1	1
Prince Rupert.....	Commercial.....	29	28.68	.....	.....	.....	.....	.....	.....	29	1	2	.....	3	3
Revelstoke.....	Commercial.....	154	140.28	.....	.....	.....	.....	.....	.....	154	2	7	8	1	9
South Vancouver.....	Commercial.....	40	39.50	.....	.....	.....	.....	.....	.....	40	1	.....	.....	1	1
Surrey.....	Commercial.....	33	31.50	.....	.....	.....	.....	.....	.....	33	1	4	3	2	5
Trail.....	Technical.....	545	535.50	.....	.....	23	132	.....	.....	1,363	23	.....	23	.....	23
Vancouver.....	Technical.....	167	158.50	.....	.....	.....	.....	.....	.....	.....	5	10	7	.....	15
	Home Economics.....	628	595.52	.....	.....	.....	.....	.....	.....	.....	17	5	12	10	22
	Commercial.....	145	144.0	.....	.....	.....	.....	.....	.....	366	4	.....	4	.....	8
	Technical.....	221	214.0	.....	.....	.....	.....	.....	.....	.....	4	.....	.....	4	4
Victoria.....	Commercial.....	22	21.0	.....	.....	.....	.....	.....	.....	22	2	.....	11	4	15
	Commercial.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	2
West Vancouver.....	Totals.....	2,644	2,524.76	.....	.....	23	132	.....	.....	2,667	82	54	90	46	136

Teacher-Training Classes:—Enrolment, 50; Teachers, 5.
Correspondence Department:—Enrolment, 195; Teachers, 2.

BRITISH COLUMBIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN EVENING VOCATIONAL SCHOOLS, PERIOD JULY 1, 1925, TO JUNE 30, 1926

Municipality or School	Total No. of Subjects	Total No. of Classes	Total Enrol- ment all Classes	Total Student Hours (By Clock)	Number of Indi- viduals Enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Blakeburn.....	1	1	35	1,530				1		1
Boswell.....	1	1	16	1,429					1	1
Box Lake.....	3	1	17	1,592					1	1
Burnaby.....	12	29	411	33,452				13	11	24
Castlegar.....	2	2	77	7,249					2	2
Cawston.....	1	1	20	1,850					1	1
Chilliwack.....	6	6	48	3,954				3	2	5
Coal Creek.....	1	1	14	1,282				1		1
Champion Creek.....	1	1	10	892					1	1
Courtenay.....	1	1	28	2,848				2		2
Errington.....	4	1	16	1,520				1		1
Granby Bay.....	9	9	120	4,890				9		9
Gibson Creek.....	1	1	10	915					1	1
Glenmore.....	1	1	20	1,849					1	1
Kamloops.....	4	4	74	6,584				2	2	4
Kimberley.....	1	1	20	1,892				1		1
Keremeos.....	1	1	46	4,242					1	1
Ladysmith.....	5	3	55	4,983				3		3
Langley.....	2	2	29	2,614					2	2
Malcolm Island.....	1	1	28	2,589				1		1
Michel and New Michel.....	9	5	93	7,854				3		3
Nanaimo.....	8	6	95	8,938				5	1	6
Nelson.....	2	3	43	3,262				1	1	2
New Westminster.....	20	23	527	43,682				15	8	23
Northfield.....	1	1	25	2,228				1		1
Ocean Falls.....	5	5	106	9,211				5		5
Penticton.....	6	7	159	13,184				3	3	6
Prince George.....	9	5	102	8,922				3	2	5
Port Coquitlam.....	2	2	31	3,200					2	2
Proctor.....	1	1	12	1,001					1	1
Powell River.....	2	1	25	2,312				1		1
Saanich.....	4	4	67	5,821				2	2	4
Sandon.....	2	1	24	2,010				1		1
Summerland.....	4	4	42	3,922				4		4
Victoria.....	26	32	827	56,292				18	9	27
Vancouver.....	33	68	2,259	182,864				41	10	51
South Vancouver.....	13	30	486	36,752				10	14	24
Totals.....		266	6,017	479,611				150	79	229

IX. GOVERNMENT ANNUITIES ACT

By the Canadian Government Annuities Act, 1908, and amending Acts, an absolutely safe and immediately available form of investment for protection in old age has been provided the people of Canada, and any person taking advantage of the system will have behind his contracts the security of the whole of the Dominion, which is a matter of paramount importance as the contracts may extend over a period of 50, 60, 70 or more years. By the purchase of a Government Annuity, therefore, the purchaser has not only exceptional security, but he has also an investment from which he will derive for life the maximum return from the accumulation of his principal and interest, each payment of annuity returning to him a portion of the principal money as well as the interest it has earned, and if he (or she) should live for the number of years which according to mortality experience he may be expected to live he will receive back every dollar he has paid in with compound interest thereon at 4 per cent, and if he is then alive the annuity will be continued to him for the rest of his life. He may, of course, die before he receives back as much as he has paid in, but it will be a

matter of greater importance to him to know that no matter how long he may live he will receive the annuity every three months, or every month if he so desires.

Under this Act, His Majesty the King, represented by the minister (at present the Minister of Labour), may sell to persons over the age of five years, domiciled or resident in Canada, immediate or deferred annuities of not less than \$10 nor more than \$5,000 (1) for the life of the annuitant; (2) for a term of years certain, not exceeding twenty years, or for the life of the annuitant, whichever period shall be the longer; and (3) an immediate or deferred annuity to any two persons domiciled in Canada during their joint lives, and with or without continuation to the survivor. The property and interest of any annuitant in any contract for an annuity is neither transferable nor attachable. The purchaser may contract that, in the event of the death of the annuitant before the date fixed for the annuity to begin, all money paid shall be refunded to the purchaser or his legal representatives with interest at the rate of 4 per cent compounded yearly.

During the session of 1924-25 an amendment was made to the Act reducing the minimum annuity purchasable from \$50 to \$10. It was believed that such a reduction would be an additional encouragement to employers to assist their employees in making provision for old age by the purchase of Cumulative Single Premium Annuities, each transaction being complete in itself, and that it would induce individuals to purchase who did not favour the plan of annual payments. As an illustration of the working of this plan it may be said that a man of 20 in order to secure an annuity of \$10 to begin at 65 would make a single payment of \$7.89 on Plan B, or \$15.10 on Plan A. Under the former plan in consideration of the lower cost there would be no return in event of death. Under the latter plan if the annuitant should die before 65 the payments made plus 4 per cent compound interest up to the date of his death would be returned to his heirs. At age 21 the single payment rate would be on Plan B, \$8.25, and on Plan A, \$15.70. At age 22, \$8.63 on Plan B, and \$16.33 on Plan A, the single premium increasing with each attained birthday. He could purchase as many of these annuities at each age as he might wish, and as he saw his annuity grow a strong incentive would be created to continue the purchase and add to his holdings. The annuity may start at any age—if earlier than 65 the cost will be more; if later, it will be less. The plan presents the advantage of enabling a person with the ready cash to purchase at any time, in amounts of \$10 or more, the accumulation of such purchases providing a specific income for life to begin at the age fixed upon.

The amendment of the Act reducing the minimum annuity to \$10 necessitated an amendment of Clause 11 of the regulation of September 26, 1908, which now reads:—

11. That should payments made by an annuitant be not sufficient in the aggregate to earn the minimum annuity of \$10 per annum, all moneys received, with compound interest at four per cent per annum, shall be returned to the purchaser or his legal representative. (Order in Council, January 4, 1926, P.C. 112/2242.)

OCCUPATIONS OF ANNUITANTS

An interesting light on the operations of the statute is shown in the information gathered with respect to the occupations of the annuitants. Of the total number of annuitants, three thousand two hundred and eighty-four (3,284) have given their occupations, namely:—

Accountants, 42; agents, 24; agents, advertising, 3; agents, freight, 3; agent, purchasing, 1; agent, railway, 1; agent, express, 1; agents, insurance, 6; agents,

real estate, 6; agent, lumber, 1; agents, station, 9; agriculturists, 2; amusement promoter, 1; architects, 5; army, 11; artists, 10; assayer, 1; auditor, 1; authors, 2; actuaries, 2.

Baggageman, 1; bakers, 9; bank managers, 4; barbers, 15; barristers, 38; basketmaker, 1; beauty specialist, 1; bee-keeper, 1; blacksmiths, 9; bookbinder, 1; book-keepers, 67; boiler-makers, 3; brakemen, 4; bricklayers, 4; bridgeman, 1; brokers, 13; bursar, 1; builder, 1; bushranger, 1; butcher, 1; brickmakers, 2.

Cable operator, 1; canvassers, 2; cashiers, 4; carpenters, 41; carriage makers, 3; cataloguer, 1; cabinet maker, 1; chainman, 1; cheese-buyer, 1; cheesemakers, 2; checkers, 2; chefs, 4; civic employees, 3; civil servants, 93; cleaner, 1; clergymen, 226; clerks, 170; clerks, bank, 37; compositors, 3; copy-writer, 1; cooks, 2; coopers, 2; confectioner, 1; contractors, 2; curators, 2.

Deaconesses, 9; demonstrators, 3; dentists, 27; dairyman, 1; dietitians, 4; designer, 1; domestics, 33; draughtsmen, 19; dressmakers, 30; druggists, 25; dyer, 1.

Editors, 2; electricians, 12; engineers, 23; engineers, chemical, 2; engineers, civil, 26; engineers, electrical, 7; engineers, locomotive, 5; engineers, marine, 4; engineers, mechanical, 5; engineers, mining, 6; engineers, steam, 2; engineer, stationary, 1; engraver, 3; egg grader, 1; estimator, 1.

Factory hands, 22; farmers, 208; farm labourers, 17; ferryman, 1; firemen, 5; fishermen, 4; foremen, 10; foresters, 2; freightmen, 3; furriers, 2.

Gardeners, 9; gas fitter, 1; geologists, 2; grocer, 1.

Hairdresser, 1; harness makers, 7; home superintendents, 6; horticulturist, 1; housekeepers, 202; hotel keepers, 2.

Inspectors, 4; iron moulder, 1.

Janitors, 11; jewellers, 5; journalists, 10; judges, 6.

Labourers, 83; ladies' companion, 1; landowner, 1; lecturers, 2; librarians, 7; light keeper, 1; lithographers, 2; lumbermen, 10; loggers, 2.

Machinists, 21; magistrate, 1; managers, 16; manufacturers, 16; mariners, 16; matron, 1; mechanics, 16; merchants, 114; messengers, 8; metal workers, 3; millhands, 10; miners, 21; missionaries, 65; motormen, 3; moulder, 1; moving picture operator, 1; musicians, 13; music teachers, 5.

Navy, 1; news vendor, 1; notary public, 1; nurses, 121.

Operators, 5; optometrist, 1; ornamental specialist, 1.

Painters, 4; pattern maker, 1; peddlers, 3; photographers, 8; physicians, 86; picture framer, 1; plumbers, 2; policemen, 9; polish-maker, 1; polishers, 2; postmasters, 33; powderman, 1; president, university, 1; printers, 31; professors, 11; proofreader, 1; publishers, 6; principals, 2.

Railway inspector, 1; ranchers, 13; registrars, 3; reporters, 7; railway employees, 2; rigger, 1.

Salesmen, 28; school inspectors, 4; secretaries, 20; sectionmen, 5; shippers, 7; shipwright, 1; shantymen, 3; shoemakers, 8; speculator, 1; stenographers, 107; stewards, 2; stove mounter, 1; stone cutters, 2; students, 59; superintendents, 8; surveyors, 9; smeltermen, 2; shingle manufacturers, 7; social service worker, 1.

Tailors, 16; teachers, 409; teamsters, 2; telegraphers, 9; telegraph line-man, 1; telephone operators, 2; tinsmiths, 3; toolmaker, 1; trackman, 1; translator, 1; travellers, 21; travellers' aid, 1; treasurers, 4; turnkey, 1; tutor, 1.

Upholsterers, 2; undertakers, 2.

Waiters, 3; warehousemen, 2; watchmen, 3; weavers, 2; wireless operators, 2; woodworkers, 7.

The total number of occupations represented is thus found to be 218.

DEPARTMENT OF LABOUR

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1926, the total number of annuity contracts issued was 7,210. Of the purchasers of these contracts, 784 have been cancelled, leaving in force on March 31, 1926, 6,426 contracts. The total amount of purchase money received during the same period was \$11,701,443.47. The following statement gives the details:—

Sept.	1, 1908, to	Mar. 31, 1909,	66 contracts.....	\$	50,391 31
Mar.	31, 1909,	“ 31, 1910,	566 “		434,490 89
“	31, 1910,	“ 31, 1911,	1,069 “		393,441 40
“	31, 1911,	“ 31, 1912,	1,032 “		441,600 60
“	31, 1912,	“ 31, 1913,	373 “		417,135 50
“	31, 1913,	“ 31, 1914,	318 “		390,886 72
“	31, 1914,	“ 31, 1915,	264 “		314,765 29
“	31, 1915,	“ 31, 1916,	325 “		441,696 09
“	31, 1916,	“ 31, 1917,	285 “		432,272 40
“	31, 1917,	“ 31, 1918,	187 “		332,792 01
“	31, 1918,	“ 31, 1919,	147 “		322,154 23
“	31, 1919,	“ 31, 1920,	204 “		408,718 78
“	31, 1920,	“ 31, 1921,	195 “		531,800 45
“	31, 1921,	“ 31, 1922,	277 “		748,159 73
“	31, 1922,	“ 31, 1923,	339 “		1,028,353 07
“	31, 1923,	“ 31, 1924,	409 “		1,458,975 92
“	31, 1924,	“ 31, 1925,	486 “		1,606,665 03
“	31, 1925,	“ 31, 1926,	668 “		1,947,144 05
Total.....					\$ 11,701,443 47

During the fiscal year ending March 31, 1926, 329 immediate annuities and 339 deferred annuities, a total of 668, were purchased, amounting in the aggregate to \$240,471.83, an average of about \$360 per annuitant.

The amount of purchase money received during the same period was \$1,947,144.05.

The number of annuities in force on March 31, 1926, were as follows: Immediate, 2,187; deferred, 4,239, or a total of 6,426, and the amount of such annuities was \$1,957,653.09. The amount received on account of the purchase of annuities from September 1, 1908, to March 31, 1926, exclusive of amounts returned to purchasers, was \$11,701,443.47.

GOVERNMENT ANNUITIES FUND STATEMENT, MARCH 31, 1926

ASSETS

Fund on March 31, 1925.....	\$ 8,468,498 31
Receipts 1925-26, less payments	1,553,207 19
Fund on March 31, 1926.....	<u>\$10,021,705 50</u>

LIABILITIES

Net present value of all outstanding contracts.....	\$10,016,825 94
Assets over liabilities.....	4,879 56
	<u>\$10,021,705 50</u>

RECEIPTS

For immediate annuities.....	\$ 1,572,674 54
For deferred annuities.....	373,301 96
For immediate annuities (1924-25).....	60 86
For deferred annuities (1924-25)	1,106 69
Refunds	941 67
Interest on fund at 4 per cent.....	358,366 86
	<u>\$2,306,452 58</u>

PAYMENTS

Annuities paid under immediate contracts.....	\$ 729,676 66
Return of premiums with interest	16,513 40
Return of premiums without interest.....	7,055 33
Balance, March 31, 1926.....	1,553,207 19
	<u>\$2,306,452 58</u>

VALUATION ON MARCH 31, 1926, OF ANNUITY CONTRACTS ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT

	Number	Amount of Annuities	Total value on March 31, 1926, of annuities purchased
		\$ cts.	\$ cts.
1. Immediate annuities.....	1,394	565,366 24	4,604,846 00
2. Immediate, guaranteed.....	562	136,141 58	1,297,550 00
3. Immediate, last survivor.....	231	111,896 91	1,153,316 00
4. Deferred annuities.....	4,239	1,144,248 36	2,961,113 94
Totals.....	6,426	1,957,653 09	10,016,825 94

X. LEAGUE OF NATIONS, INTERNATIONAL LABOUR ORGANIZATION

The objects for which the International Labour Organization of the League of Nations was formed are set out in Part XIII of the Treaties of Peace and are, briefly, to promote the improvement of industrial conditions by legislative action and international agreement. The Organization comprises the International Labour Office in Geneva, Switzerland, and the International Labour Conference, which meets annually and which is composed of four representatives of each member state, two of whom are Government delegates and two representing employers and employed respectively. Fifty-seven countries are members of the International Labour Organization, including all of the important industrial countries of the world, excepting the United States.

The International Labour Office is under the control of a Governing Body consisting of twenty-four persons appointed by the International Labour Conference, twelve representing Governments, six representing employers and six representing workers. In addition to its control of the Labour Office, the Governing Body is charged with the preparation of the agenda of the annual conference.

The conclusions of the International Labour Conference from year to year may be cast in the form of draft conventions or of recommendations to the national Governments, a two-thirds majority being required in the Conference for the adoption of either a draft convention or a recommendation. Under the Treaties of Peace the member states of the International Labour Conference are bound to bring the draft conventions or recommendations of the International Labour Conference before the authority or authorities within whose competence the matter lies for the enactment of legislation or other action.

The majority of proposals which have been dealt with at the successive sessions of the International Labour Conference since its inception in 1919, have been adjudged by the law officers of the Crown to fall within provincial jurisdiction in Canada and have accordingly been brought to the attention of the respective provincial governments. The draft conventions and recommendations have also been brought before the Federal Parliament.

The Department of Labour is entrusted with the duties arising out of the relations of Canada with the International Labour Organization. These have entailed much correspondence, not only with the International Labour Office, but also with other departments of the Dominion Government, with the provinces and with employers' and workers' organizations. Replies have also been prepared in the Department of Labour to various questionnaires which were circulated on behalf of the International Labour Office. The performance of these duties has necessarily entailed a close study on the part of officers of the department of the various technical questions which have figured on the various conference agenda and meetings of the Governing Body and of questionnaires received from the International Labour Office.

A bulletin entitled "Canada and the International Labour Conference" was issued by the Department of Labour in February, 1922, for the purpose of furnishing information in reference to the International Labour Organization and the subjects which have received attention at the hands of this body.

In the month of December, 1924, in order to secure closer touch with the work of the League of Nations and of the International Labour Organization, the appointment was made by the Government of Canada of an Advisory Officer resident in Geneva. It was felt that this appointment would ensure greater permanency and continuity of representation at the meetings of the Governing Body of the International Labour Office and that such an officer, acting as a substitute for and under the direction of the Minister of Labour, would improve the present plan of Canada's representation. Dr. W. A. Riddell, former Deputy Minister of Labour of Ontario, who had held an important position on the staff of the International Labour Office since 1920, was entrusted with the duties of Dominion of Canada Advisory Officer, League of Nations, in Geneva.

CONFERENCE OF LABOUR STATISTICIANS

On the recommendation of the Minister of Labour the Government of Canada was represented at a Conference of Labour Statisticians which was held at Geneva from April 20 to 25, 1925, by Mr. W. R. Tracey, of the Dominion Bureau of Statistics, formerly of the Statistical Branch of the Department of Labour. This was the second Conference of Labour Statisticians held under the auspices of the International Labour Office, the prior meeting having been held in October, 1923, to consider the classification of industries and occupations for purposes of labour statistics, also to consider statistics of wages, hours of labour and industrial actions. The second conference, like the first, was attended by expert representatives from the department responsible for the presentation of labour statistics from a considerable number of countries. Resolutions were adopted unanimously on the following subjects: Cost of living index numbers, unemployment statistics, international comparisons relative to wages and classification of industries. The proposals embodied in these results were subsequently approved by the International Statistical Institute. It would, therefore, appear that they may contribute usefully to the promotion of measures for securing international comparisons in labour statistics.

AMENDMENTS TO THE CANADA SHIPPING ACT

Reference was made in the last annual report to certain amendments which were made to the Canada Shipping Act in 1924 in order to permit of the ratification of four draft conventions of the International Labour Conference which related to the employment conditions of seamen. A proclamation was issued on October 10, 1925, bringing the amended provisions of the Canada Shipping Act into effect from January 1, 1926. The four draft conventions in question were later ratified on behalf of Canada and the ratifications were duly registered with the League of Nations. The following are, briefly, the provisions of the four draft conventions in question:—

(1) *Minimum Age for the Admission of Children to Employment at Sea.*—The employment of children under the age of fourteen years on vessels engaged in maritime navigation is prohibited.

(2) *Unemployment Indemnity in case of Loss or Foundering of the Ship.*—It is provided that in the case of loss or foundering of vessels engaged in maritime navigation, seamen employed thereon shall continue to receive payment from their employers of their regular rate of wages during any period of unemployment which may result therefrom not exceeding two months.

(3) *Minimum Age for Admission of Young Persons to Employment as Trimmers or, Stokers.*—The employment of young persons under the age of eighteen as trimmers or stokers on vessels engaged in maritime navigation is prohibited.

(4) *Compulsory Medical Examination of Children and Young Persons Employed at Sea.*—It is required that the employment of any child or young person under eighteen years of age on vessels engaged in maritime navigation, other than vessels upon which only members of the same family are employed, shall be conditional upon the production of a medical certificate attesting fitness for such work signed by a doctor who should be approved by the competent authority; it is further provided that the continued employment at sea of such persons shall be subject to repetition of medical examination at intervals of not more than one year.

CANADA AND THE EIGHT-HOUR DAY

Reference was made in the annual report last year to certain questions which were submitted to the Supreme Court of Canada for an advisory judgment in order to ascertain if the provisions of the draft convention which was adopted at the first session of the International Labour Conference in 1919, limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week, were within the jurisdiction of the Dominion Parliament or of the provincial legislatures. This reference to the Supreme Court of Canada was based on a resolution on the subject which was adopted by the House of Commons during the session of 1924. The judgment of the Supreme Court of Canada was announced on June 11, 1925, and was in effect a confirmation of the view which had previously been expressed by the law officers of the Crown and embodied in an Order in Council of the Dominion Government in November, 1920. The court found that the subject-matter of the draft convention is generally within the competence of the provincial legislatures, but that the authority vested in the latter does not enable them to give the force of law to provisions which would apply to servants of the Dominion Government or to legislate for those parts of Canada which are not within the boundaries of a province.

The judgment of the court was in the terms following:—

IN THE MATTER of a reference by His Excellency the Governor General in Council to the Supreme Court of Canada of certain questions relating to legislative jurisdiction over hours of labour.

The judgment of the court—The Chief Justice and Duff, Mignault, Rinfret, and Magee, JJ.—was delivered by

DUFF, J.—

The first of the questions submitted concerns the general effect of one of the clauses in Article 405 of the Treaty of Versailles and the corresponding provision in the other treaties of peace. This article is one of those comprised in the Labour Part (Part 13) of the Treaties and it defines the undertaking entered into by each of the members respecting recommendations and draft conventions adopted by the general conference of representatives of the members of the League of Nations established as part of a permanent organization for the promotion of the objects set forth in the preamble to that part. The pertinent clause is in these words:—

Each of the members undertakes that it will, within the period of one year at most from the closing of the session of the Conference, or if it is impossible owing to exceptional circumstances to do so within the period of one year, then at the earliest practicable moment and in no case later than eighteen months from the closing of the session of the Conference, bring the recommendation or draft convention before the authority or authorities within whose competence the matter lies, for the enactment of legislation or other action.

It seems very clear that the duty arising under this clause is not a duty to enact legislation or to promote legislation; it is an undertaking simply to bring the recommendation or draft convention before the competent authority.

No question is submitted as to the duty of the member arising under the succeeding clauses of the same article in the event of the competent authority or authorities giving its or their consent to the recommendation or draft convention; and upon this no opinion is expressed.

The second, third and fourth questions submitted relate to a particular draft convention; that, namely, adopted by the General Conference of the International Labour Organization of the League of Nations on the 29th of October, 1919, which has for its object the limiting of the hours of work in industrial undertakings as therein defined to eight hours in the day and forty-eight hours in the week.

Under the scheme of distribution of legislative authority in the British North America Act, legislative jurisdiction touching the subject matter of this convention is, subject to a qualification to be mentioned, primarily vested in the provinces. Under the head of jurisdiction numbered 13 in section 92, Property and Civil Rights, or under the sixteenth head, Local and Private Matters Within the Province, or under both heads, each of the provinces possesses authority to give the force of law in the province to provisions such as those contained in the draft convention. This general proposition is subject to this qualification, namely, that as a rule a province has no authority to regulate the hours of employment of the servants of the Dominion Government.

It seems questionable whether government employees, in industrial undertakings carried on by the Government, such, for example, as ship-building, are within the scope of the convention. The point was not the subject of argument before us, and concerning it no opinion is intended to be expressed.

It is necessary to observe, also, that, as regards those parts of Canada which are not included within the limits of any province, the legislative authority in relation to civil rights generally, and to the subject matter of the convention in particular, is the Dominion Parliament.

It is now settled that the Dominion, in virtue of its authority in respect of works and undertakings falling within its jurisdiction, by force of section 91, No. 29, and section 92, No. 10, has certain powers of regulation touching the employment of persons engaged on such works or undertakings. The effect of such legislation by the Dominion in execution of this power is that provincial authority in relation to the subject matter of such legislation is superseded, and remains inoperative so long as the Dominion legislation continues in force. There would appear to be no doubt that, as regards such undertakings—a Dominion railway, for example—the Dominion possesses authority to enact legislation in relation to the subjects dealt with in the draft convention. The only Dominion legislation on this subject to which our attention has been called is to be found in section 287 of the Railway Act of 1919, which confers authority on the Board of Railway Commissioners to make orders and regulations concerning the hours of duty of persons employed on railways subject to the jurisdiction of the Board, with a view to the safety of the public and of such employees. It is understood that no orders or regulations have been made in execution of this power; and in view of the fact that this enactment, creating this unexecuted power, appears to be the only Dominion legislation in existence on the subject matter of the draft convention, the primary authority of the province in relation to that subject matter remains, subject to the qualification mentioned, unimpaired and unrestricted.

It follows from what has been said that the draft convention ought to be brought before the Parliament of Canada as being the competent legislative authority for those parts of Canada not within the boundaries of any province; and if servants of the Dominion Government engaged in industrial undertakings as defined by the convention are within the scope of its provisions, then the Dominion Parliament is the competent authority also to give force of law to those provisions as applicable to such persons.

The convention should also be brought before the Lieutenant-Governor of each of the provinces for the purpose of enabling him to bring it to the attention of the Provincial Legislature as possessing, subject to the qualification mentioned, legislative jurisdiction within the province in relation to the subject matter of the convention.

The answers to the questions submitted are, therefore:—

(1) What is the nature of the obligation of the Dominion of Canada, as a member of the International Labour Conference, under the provisions of the Labour Part (Part XIII) of the Treaty of Versailles and of the corresponding provisions of the other Treaties of Peace, with relation to such draft conventions and recommendations as may be from time to time adopted by the said Conference under the authority of and pursuant to the aforesaid provisions?

To the first question; the obligation is simply in the nature of an undertaking to bring the recommendation or draft convention before the authority or authorities within whose competence the matter lies, for the enactment of legislation or other action.

(2) Are the legislatures of the provinces the authorities within whose competence the subject-matter of the said draft convention (copy of which is herewith submitted) in whole or in part lies and before whom such draft convention should be brought, under the provisions of Article 405 of the Treaty of Peace with Germany, for the enactment of legislation or other action?

To the second question: yes, in part.

(3) If the subject-matter of the said draft convention be, in part only, within the competence of the legislatures of the provinces, then in what particular or particulars, or to what extent, is the subject-matter of the draft convention within the competence of the legislatures?

To the third question: the subject matter is generally within the competence of the legislatures of the provinces, but the authority vested in these legislatures does not enable them to give the force of law to provisions such as those contained in the draft convention in relation to servants of the Dominion Government, or to legislate for those parts of Canada which are not within the boundaries of a province.

(4) If the subject-matter of the said draft convention be, in part only, within the competence of the legislatures of the provinces, then in what particular or particulars, or to what extent, is the subject-matter of the draft convention within the competence of the Parliament of Canada?

To the fourth question: the Parliament of Canada has exclusive legislative authority in those parts of Canada not within the boundaries of any province, and also upon the subjects dealt with in the draft convention in relation to the servants of the Dominion Government.

UTILIZATION OF WORKERS' SPARE TIME

An Order in Council was adopted on February 15, 1926, on report of the Minister of Justice, dealing with the proposals contained in a recommendation which was adopted by the International Labour Conference in 1924 "concerning the development of facilities for the utilization of workers' spare time" and containing the view of the law officers of the Crown as to the extent to which the subject matters in question fell within the competence of Parliament or of the provincial legislatures for the enactment of legislation or other action. The text of the Order in Council was published in the *Labour Gazette* of March, 1926, and was also laid on the table of the House of Commons and brought to the attention of the respective provincial governments.

PROVINCIAL LEGISLATIVE ACTION

The Provincial Legislature of British Columbia enacted during the session of 1923 a measure, effective January 1, 1925, providing for the application of the eight-hour day in industrial undertakings and authorizing the establishment of a board of adjustment to administer the Act and to grant exceptions therefrom.

The Provincial Legislature of British Columbia also enacted during the session of 1922 a measure to give effect to the provisions of a draft convention of the International Labour Conference passed in 1919 providing for the payment of benefits to women workers in cases of childbirth.

The Provincial Legislature of Manitoba adopted in 1924 an Act giving effect in that province to the provisions of the draft convention which was passed at the International Labour Conference in 1919 concerning the night work of young persons employed in industry.

The Legislature of Nova Scotia on April 30, 1924, adopted a resolution approving the principle of the Washington draft conventions concerning the minimum age of admission of children to industrial employment and the night work of women, and of the Geneva (1921) draft conventions concerning the minimum age of admission of children to agricultural employment and the right of association and combination for agricultural workers.

The Legislature of Saskatchewan, on March 19, 1924, adopted a resolution approving the principle of the same draft conventions as those approved by the resolution of the Nova Scotia Legislature above mentioned.

INTERNATIONAL LABOUR CONFERENCE, 1925

The Seventh Session of the International Labour Conference was held in Geneva, Switzerland, from May 19 to June 10, 1925. Forty-six countries were represented by delegations comprising over three hundred delegates and technical advisers. Reference was made in the last annual report to the proceedings of this conference and to the Canadian delegation which was in attendance. The following is a list of the draft conventions and recommendations which were adopted at the 1925 Session:—

Draft convention concerning equality of treatment for national and foreign workers as regards workmen's compensation.

Draft convention concerning workmen's compensation for occupational diseases.

Draft convention concerning workmen's compensation for accidents.

Draft convention concerning night work in bakeries.

Recommendation concerning equality of treatment for national and foreign workers as regards workmen's compensation.

Recommendation concerning jurisdiction in disputes on workmen's compensation.

Recommendation concerning the minimum scale of workmen's compensation.

Recommendation concerning workmen's compensation for occupational diseases.

DRAFT CONVENTIONS AND RECOMMENDATIONS ADOPTED AT PREVIOUS SESSIONS OF THE INTERNATIONAL LABOUR CONFERENCE

Following is a list of draft conventions and recommendations which have been adopted at the successive annual sessions of the International Labour Conference, 1919-1924.

The draft conventions and recommendations adopted at the first session (1919) are as follows:—

Draft conventions (1) limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week; (2) concerning unemployment; (3) concerning the employment of women before and after childbirth; (4) concerning employment of women during the night; (5) fixing the minimum age for admission of children to industrial employment; (6) concerning the night work of young persons employed in industry.

Recommendations concerning (1) unemployment; (2) reciprocity of treatment of foreign workers; (3) the prevention of anthrax; (4) the protection of women and children against lead poisoning; (5) the establishment of government health services; (6) the application of the Berne Convention of 1906, on the prohibition of the use of white phosphorus in the manufacture of matches.

The agenda of the second session (1920) related exclusively to matters affecting seamen and the draft conventions and recommendations adopted are as follows:—

Draft conventions (a) fixing the minimum age for admission of children to employment at sea; (b) concerning unemployment indemnity in case of loss or foundering of the ship; (c) for establishing facilities for finding employment for seamen.

Recommendations concerning (a) the limitation of hours of work in the fishing industry; (b) the limitation of hours of work in inland navigation; (c) the establishment of national seamen's codes; (d) unemployment insurance for seamen.

The third session (1921) resulted in the adoption of the following draft conventions and recommendations:—

Draft conventions concerning (1) the age for admission of children to employment in agriculture; (2) the rights of association and combination of agricultural workers; (3) workmen's compensation in agriculture; (4) the use of white lead in painting; (5) the application of the weekly rest in industrial undertakings; (6) fixing the minimum age for the admission of young persons to employment as trimmers and stokers; (7) concerning the compulsory medical examination of children and young persons employed at sea.

Recommendations concerning (a) the prevention of unemployment in agriculture; (b) the protection, before and after childbirth, of women wage-earners in agriculture; (c) night work of women in agriculture; (d) night work of children and young persons in agriculture; (e) the development of technical agricultural education; (f) living-in conditions of agricultural workers; (g) social insurance in agriculture; (h) the application of the weekly rest in commercial establishments.

The fourth session (1922) resulted in the adoption of the following recommendation:—

Recommendation regarding the communication to the International Labour Office of statistical or other information regarding emigration, immigration and the repatriation and transit of emigrants.

The fifth session (1923) resulted in the adoption of the following recommendation:—

Recommendation concerning the general principles for the organization of systems of inspection to secure the enforcement of the laws and regulations for the protection of the workers.

The sixth session (1924) resulted in the adoption of the following recommendation:—

Recommendation concerning the development of facilities for the utilization of workers' spare time.

GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

During the past fiscal year five meetings of the Governing Body of the International Labour Office were held as follows:—

Twenty-sixth Session, April 2-4;

Twenty-seventh Session, May 18 and June 4;

Twenty-eighth Session, June 9;

Twenty-ninth Session, October 15-17;

Thirtieth Session, January 27.

All these meetings were held at Geneva, Switzerland.

The Governing Body is charged with the general oversight of the International Labour Conference and also prepares the agenda of the annual conferences. The Minister of Labour of Canada, who is the Canadian Government representative on the Governing Body, was unable to attend any of the meetings which were held during the past year, but Dr. W. A. Riddell, Canadian Advisory Officer to the League of Nations, acted as substitute.

The Governing Body is composed at present as follows:—

Government representatives.—Argentina, Belgium, Canada, France, Germany, Great Britain, India, Italy, Japan, Norway, Poland, Spain.

Employers' representatives.—Mr. Carlier (Belgium); Mr. Gemmill (South Africa); Mr. Hodac (Czechoslovakia); Sir James Lithgow (Great Britain); Mr. Olivetti (Italy); and Mr. Pinot (France).

Workers' representatives.—Mr. Jouhaux (France); Mr. Moore (Canada); Mr. Muller (Germany); Mr. Oudegeest (Netherlands); Mr. Poulton (Great Britain); and Mr. Thorberg (Sweden).

ACTION TAKEN IN VARIOUS COUNTRIES

The following figures summarize the results attained in the execution of the draft conventions adopted by the International Labour Conference up to July, 1926:—

First Conference (Washington, 1919):

Ratifications registered, 80 (Hours Convention, 9, including 3 conditional; Unemployment, 20; Childbirth, 6; Night Work of Women, 15; Minimum Age in Industry, 13; Night Work of Young Persons, 17).

Second Conference (Genoa, 1920):

Ratifications registered, 38 (Minimum Age at Sea, 16; Unemployment Indemnity, 9; Employment for Seamen, 13).

Third Conference (Geneva, 1921):

Ratifications registered, 80 (Minimum Age in Agriculture, 9; Rights of Association for agricultural workers, 14; Workmen's Compensation in Agriculture, 9; White Lead, 11; Weekly Rest in Industry, 11; Minimum Age for Trimmers and Stokers, 13; Medical Examination for Young Seamen, 13).

Seventh Conference (Geneva, 1925):

Ratifications registered, 1—Equality of Treatment for National and Foreign Workers as regards Workmen's Compensation for Accidents.

In addition to the foregoing, 36 ratifications have been authorized but not yet registered, and 134 more have been recommended.

MAIL

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DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

Fiscal Year ending March 31, 1927



OTTAWA
F. A. ACLAND
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1927

Price, 35 cents

DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

Fiscal Year ending March 31, 1927



OTTAWA
F. A. ACLAND
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1928

*To His Excellency the Right Honourable Viscount Willingdon, G.C.S.I.,
G.C.M.G., G.C.I.E., G.B.E., Governor General and Commander in Chief
of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1927, all of which is respectfully submitted.

PETER HEENAN,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1927

To the Hon. PETER HEENAN,
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ending March 31, 1927.

A general improvement in conditions of trade and industry was noticeable during the period under review. Employment was consistently active and reached a higher level than in any of the five preceding years, while wages showed a slightly upward tendency.

A favourable record appears for the year with regard to strikes and lockouts, which involved less time loss for workers than in any year since 1916. The salient feature was the improvement with respect to coal mining disputes as contrasted with conditions prevailing during the four preceding years, a period marked by numerous strikes which involved large numbers of miners for long periods of time. The principal strikes occurring during 1926 were those in establishments manufacturing clothing and boots and shoes, nearly two-thirds of the entire time loss of the year resulting from these disturbances.

INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

There was no change during the year under review in the jurisdiction of the department in relation to the settlement of industrial disputes.

Nineteen applications under the Industrial Disputes Investigation Act were dealt with, resulting in the establishment of eleven Boards of Conciliation and Investigation. Nine boards reported during the fiscal year; in each case the strike which had been feared was averted and work continued steadily.

In each of four cases the dispute concerned was amicably adjusted by a Board of Conciliation and Investigation and the agreement formed a part of the board's unanimous report. The report of a fifth board was also unanimous, and no strike occurred in this case. The four other boards presented majority and minority reports, and in two instances the recommendations contained in the majority report were accepted by the parties concerned as an adjustment of the differences.

The two remaining disputes proved more difficult, the majority findings of the board being rejected by the employees in one case and by the company in the other. The disputes in question involved, respectively, 15,000 conductors, trainmen and yardmen in the employ of the Canadian Pacific Railway and Canadian National Railways, and 6,300 clerks, freight handlers, station agents, etc., employed on eastern and western lines of the Canadian Pacific Railway. The employees in each case, by a large majority, voted in favour of a strike unless a settlement satisfactory to their representatives was otherwise secured. The Hon.

Mr. Heenan, Minister of Labour, assisted in one instance by the Minister of Railways and Canals, intervened personally in the two controversies and on each occasion secured a resumption of negotiations during which a compromise was effected, thus avoiding interruption in the transportation service of the two major Canadian railways.

NEW MEASURES INTRODUCED BY THE MINISTER OF LABOUR

Two important measures from the point of view of labour were introduced in the House of Commons by the Hon. Mr. Heenan, Minister of Labour, during the 1927 parliamentary session, as follows: (1) providing for the establishment of a system of old age pensions for Canada, and (2) providing for the registration of union labels. Each of the Bills received the approval of Parliament and became law.

OLD AGE PENSIONS

The problem of providing for aged people who have neither the strength to earn a livelihood nor the necessary means of support was brought to the attention of the Federal Parliament as early as the session of 1906-07. The subject was debated in Parliament on several occasions at subsequent sessions and received the consideration of parliamentary committees. No effort to legislate in the matter was made until the session of 1926, when a Bill was introduced in the House of Commons based on the recommendations of a parliamentary committee which, in 1924 and 1925, had made an enquiry into an old age pension system for Canada. In the House of Commons the Bill was adopted unanimously. Severe opposition, however, was encountered in the Senate, where a motion for the second reading was rejected by 45 to 21 votes.

A Bill, identical in terms with that presented to Parliament in 1926, was introduced in the House of Commons by the Hon. Mr. Heenan, Minister of Labour, during the 1927 session, and, after considerable discussion, was passed by the House of Commons and by the Senate, receiving Royal Assent on March 31, 1927.

The legislation provides for a Dominion-Provincial system, under which the administration and payment of pensions is entrusted to the provinces, the Dominion Government to reimburse each province coming into the scheme one-half of the net sum disbursed by the province in pensions. The system is not effective in a province until the province has passed legislation authorizing payment of pensions and agreeing to bear one-half of the cost. The continuance of the federal grant is designated as dependent upon an agreement between the Dominion and each of the provinces desiring to come into the scheme, the agreement to be terminable only upon the repeal of the provincial legislation authorizing payment of pensions or upon ten years' notice by the Dominion.

It is not anticipated that the cost of administering old age pensions will bear heavily on the provinces, as administrative machinery for dealing with workmen's compensation, mothers' allowances, etc., is already available in practically every province and could be utilized in the administration of old age pensions.

In view of the desirability of having the scheme uniform in all the provinces, the Act specifies the classes of persons who shall be entitled to pension. A pension shall be granted to every person who is a British subject (or, being a widow, who is not a British subject, was such before her marriage) of seventy years of age and upwards who has been resident in Canada for at least twenty years immediately preceding the date of commencement of a pension and who has lived in the province in which the application is made for at least five years immediately preceding the granting of a pension. A person will be disqualified

from receiving a pension who is an Indian as defined by the Indian Act, or who has made any voluntary transfer of property in order to qualify for a pension. The maximum pension payable is fixed at \$240 yearly, and from this will be deducted the amount of any private income received by the pensioner in excess of \$125 a year, the total of any pensioner's income, including pension, being, therefore, \$365 a year, or \$1 a day.

An account of the Old Age Pension Act is given in greater detail in the body of this report.

The duties entailed in connection with the drafting and introduction in Parliament of the Old Age Pension Bill, and the mass of correspondence occasioned in supplying information in response to inquiries concerning the measure, added very materially to the work of the department during the year.

While the Old Age Pension Bill was before the Dominion Parliament a law was enacted by the Legislature of British Columbia approving the federal scheme and giving authority to the Provincial Government to enter into an agreement with the Dominion for the establishment of a system of old age pensions in that province.

UNION LABEL REGISTRATION

Organized labour in Canada over a number of years requested permission to register their trade union labels with the Dominion Government in order to prevent their unauthorized use and also to obviate forgeries and counterfeits. Instances were brought to the attention of the Government on numerous occasions of the imitation of union labels and of their unauthorized use on clothing, etc., for the purpose of deceiving purchasers. Bills looking to the protection of labour union labels against imitation and unlawful use were repeatedly introduced in the Dominion Parliament between the years 1895 and 1905, suffering defeat, however, on each occasion.

The principle of adopting legislation for this purpose was endorsed by the Hon. Mr. Heenan, Minister of Labour, who introduced in the House of Commons on March 7, 1927, an amendment to the Trade Mark and Design Act which was designed to secure for union labels the same measure of protection as was accorded to trade-marks. The Bill was passed by the House of Commons on March 25, 1927, without division, and by the Senate shortly after the close of the fiscal year, receiving Royal Assent on April 14.

The union label is employed to distinguish the particular goods on which it is placed as having been produced under working conditions regarded by the employees as satisfactory. Union labels have been adopted by various trade unions in the course of the past forty years and a large number of agreements have been made with individual employers for their use. The use of the union label on goods is subject to agreement in all cases between the unions and the employers. It is provided in the Act accordingly that no union labels are to be placed upon goods or otherwise displayed without the consent of the proprietor; moreover, when an agreement has been reached with an employer for the use of a union label on his goods, such authorization shall be subject to cancellation only on twelve months' notice, unless otherwise specified by agreement. Goods bearing the union label may also be sold at any time if, when the union label was applied to the goods, the proprietor was so authorized.

Registration of union labels may be refused in certain cases. Authority is given to the Exchequer Court to direct the cancellation of the registration of union labels after investigation and hearing, if in the opinion of the court such action is justified by all of the circumstances of the case. Penalties are provided to protect union labels against unauthorized use or counterfeit.

In the House of Commons the Bill was passed without amendment. During its passage through the Senate it was referred to the Banking and Commerce Committee, where an opportunity was afforded for hearings from persons interested, including the representatives of various trade unions, the Canadian Manufacturers' Association, and the Retail Bureau of Canada.

Slight amendments were made in the wording of the Bill at the request of the Government during its consideration by the Senate Committee on Banking and Commerce. These changes did not, however, involve the principle of the measure. A provision was also added that the union shall accord the use of the union label to any applicant who complies with the rules of the union.

Although the Minister of Trade and Commerce is charged with the administration of the Trade Mark and Design Act, the amendment was prepared in the Department of Labour and was piloted through the House of Commons by the Minister of Labour, considerable work accruing to the Labour Department in this connection.

GOVERNMENT ANNUITIES

As an incentive to thrift there has been on the federal statute books since 1908 a Government Annuities Act, under which individuals may, with absolute security and at an exceptionally low cost, make provision for their old age by the purchase of annuities.

The plan of Government annuities is not to be confused with old age pensions, which imply a direct contribution from the public treasury for the protection of persons who reach old age without the necessary means of support, whereas Government annuities represent a safe and profitable form of investment through which individuals may make financial provision for their old age.

It is gratifying to be able to report that during recent years there has been an increasing evidence of the desire of Canadian citizens of moderate incomes to take advantage of the facilities offered by the annuities system. On March 31, 1927, there were 7,713 annuity contracts in force, purchase money received to that date totalling \$13,588,105.88, over 60 per cent of this money having been received during the past five years.

Five hundred and three annuities were purchased during the fiscal year 1926-27, the total value of the contracts being \$195,360.28, an average of about \$388 for each annuitant.

COMBINES INVESTIGATION ACT

The most important investigation conducted under the Combines Investigation Act during the fiscal year concerned the operations of the Proprietary Articles Trade Association, an organization of wholesale and retail druggists and manufacturers established to fix the resale prices of proprietary medicines and toilet articles. Minimum wholesale and retail prices of more than six hundred proprietary medicines and toilet articles were included in the first price list issued by the association, which at that time was composed of 157 manufacturers, 28 wholesale druggists, and 2,732 retail druggists. Four applications for investigation in this case were received, and an inquiry was made by the registrar. The results of the operations of the association in certain respects and the means adopted to enforce the maintenance of prices were reported by the registrar to be against the public interest and therefore in contravention of the Combines Investigation Act. A more extensive investigation was thereupon urged by the association, and was authorized by the minister. Mr. L. V. O'Connor, barrister, of Lindsay, Ont., was appointed com-

missioner for the purpose, and Mr. A. R. McMaster, K.C., of Montreal, was named by the Minister of Justice to conduct the investigation before him. At the close of the fiscal year the inquiry had not been concluded.

An inquiry into an alleged combine in the distribution of fruits and vegetables produced in Ontario was completed during the year by the commissioner, Mr. Lewis Duncan, who reported that in his opinion there had been no contravention of the Combines Investigation Act, but that the inquiry had disclosed certain marketing conditions and practices prejudicial to the interests of growers and consumers. The report was brought to the attention of the proper authorities, and as a result legislation was enacted by the Ontario Legislature providing for the regulation of the sale of fruit and vegetables on consignment by requiring that records should be kept and shippers notified regarding sales of their products.

Steps were also taken to prevent the recurrence of conditions such as were disclosed in the inquiry into the combine in the distribution of fruit and vegetables in Western Canada. Statements concerning this combine appeared in the annual reports for the fiscal years 1924-25 and 1925-26.

Other inquiries during the fiscal year related to the basic industries as well as to manufacturing and the distributive trades. The points involved in these cases included the principle of resale price maintenance, price-fixing by manufacturers and by distributors, exclusive dealing arrangements, withholding of supplies for various reasons, and other methods alleged to be in undue restraint of trade.

TECHNICAL EDUCATION

Disbursements during the fiscal year to the provinces under the provisions of the Technical Education Act amounted to \$1,047,535.80, distributed as follows: British Columbia, \$56,627.03; Alberta, \$85,789.16; Saskatchewan, \$18,021.83; Manitoba, \$20,056.34; Ontario, \$347,636.30; Quebec, \$403,944.35; New Brunswick, \$76,208.59; Nova Scotia, \$31,494.87; Prince Edward Island, \$7,757.33. These grants are made with a view to assisting the provinces in promoting and developing technical or vocational education for industrial workers. Summaries of the work accomplished in the respective provinces are given in the chapter discussing the operations of the Act.

During the year the Technical Education Branch convened the Second National Conference on Technical Education, at which representatives from every province met and discussed problems of mutual interest. Under the Technical Education Act as at present enacted the federal grants expire on March 31, 1929. A resolution was adopted by the conference urging the continuance of the grants for a further period of ten years. The conference also recommended the inclusion of agricultural instruction under the provisions of the Technical Education Act in such provinces as are not earning their full annual appropriations.

OTHER DEPARTMENTAL ACTIVITIES

No material change occurred during the year in the administration of the Fair Wages Resolution of the House of Commons. The operations of the Employment Service Branch also proceeded along usual lines. Full statements appear in the report with respect to these phases of departmental activity; also as to other duties of the department, including the work performed by conciliation officers; the publication from month to month of the *Labour Gazette*; the compilation and publication in report form of information on Labour Organization in Canada, Labour Legislation in Canada, and Organization in Industry, Commerce and the Professions in Canada; the maintenance of a library on

industrial and economic subjects; and the work arising out of the relations of Canada with the International Labour Organization. A chapter in the present report reviews the statistics collected for the year 1926 with respect to strikes and lockouts, wages and hours of labour, prices and cost of living, and industrial accidents.

The annual grant to assist in the work of the Canadian National Safety League was continued by the Dominion Government, and \$10,000 for this purpose was included in the financial appropriation of the Department of Labour.

Two sessions of the International Labour Conference were convened in Geneva, Switzerland, during the fiscal year, the first, which constituted the eighth session of the conference, being held from May 26 to June 6, 1926. The principal item on the agenda of this meeting related to the adoption of the convention providing for the simplification of the inspection of emigrants on board ship. The agenda of the ninth session, which lasted from June 7 to June 24, was confined to certain questions affecting seamen. The delegates representing the Government of Canada at each of these conferences were Dr. W. A. Riddell, Canadian Advisory Officer, League of Nations, Geneva, Switzerland, and Mr. Lucien Pacaud, Secretary, Office of the High Commissioner for Canada, London, England.

Four meetings of the Governing Body of the International Labour Office were also held at Geneva, Dr. W. A. Riddell acting in each case as Canadian Government representative in substitution for the Minister of Labour, who was unable to attend.

BRITISH DELEGATION VISITS CANADA

During the year a delegation was sent by the British Government to study industrial conditions and relations in Canada and the United States, with special reference to the relations between employers and employed in their bearing upon industrial conditions in Great Britain.

The delegation consisted of seven members. Sir Wm. W. Mackenzie, G.B.E., K.C., the chairman, was president of the Industrial Court of Arbitration from 1919 to 1926, and chairman of the Railway National Wages Board from 1920 to 1925. The others were Mr. Ernest Bévín, general secretary of the Transport and General Workers' Union, and a member of the general council of the Trade Union Congress; Mr. J. Kaylor, member of the executive council of the Amalgamated Engineering Union; Mr. M. B. U. Dewar, managing director of the Metropolitan Carriage, Wagon and Finance Company; Mr. C. Randolph Smith, a director of the shipbuilding firm of Barclay, Curle and Company; and Messrs. F. W. Leggett and I. Haig Mitchell, the latter two of the Ministry of Labour. Mr. H. C. Emmerson, of the British Ministry of Labour, acted as secretary to the delegation.

The British mission reached Ottawa on September 13 and was invited to make its headquarters in the Department of Labour, where all assistance possible was rendered by the minister and officials of the department. The delegation interviewed employers, representatives of workpeople (trade union officials and others) and workmen themselves. Some of the delegation attended the annual meeting of the Trades and Labour Congress held in Montreal. The itinerary of the commission in Canada included, besides Ottawa, the following industrial centres: in New Brunswick—Moncton; in Nova Scotia—Glace Bay, Halifax and Sydney; in Ontario—Dundas, Hamilton, London, Niagara Falls, Pembroke, Stratford and Toronto; in Quebec—Chelsea, Hull, Montreal, and Quebec city.

Time did not permit of the commission visiting Western Canada. Following is a list of the industries studied in Canada:—

Agricultural Implements	Oil Refining
Boot and Shoe	Paint, Varnish, Oil Cakes
Building	Power
Coal Mining	Printing
Confectionery	Public Services
Construction	Pulp and Paper
Docks	Railroads and Transportation
Electrical and Power	Rubber
Engineering	Shipbuilding
Furniture	Sugar Refining
Iron and Steel	Telephones
Matches	Wholesale and Retail Stores
Office Equipment	

The delegation also visited the United States of America and studied industrial conditions throughout the east and middle west.

The commission presented its report to the British Ministry of Labour on March 18, 1927. A section of the report deals with conditions in Canada and refers particularly to its economic situation. Industrial relations are considered at some length. Special reference is made to the amount of social legislation, both Dominion and provincial, governing the industrial conditions of the workpeople in Canadian industry.

VISIT OF DEPUTY DIRECTOR OF INTERNATIONAL LABOUR OFFICE

Mr. H. B. Butler, Deputy Director of the International Labour Office, was also an important visitor to Canada during the latter part of 1926. The purpose of his mission was to discuss the work of the International Labour Office with governmental officials and with leading representatives of employers and labour. Mr. Butler spent several days in Ottawa, where he conferred with the minister and officers of the Department of Labour concerning various questions which had arisen in connection with conventions and recommendations adopted at successive sessions of the International Labour Office. Mr. Butler was afforded an opportunity of studying at first hand industrial conditions and relations in some of the large industrial plants in Montreal, Toronto and Hamilton, and of meeting representatives of the chief employers' and labour organizations. He also addressed several men's and women's clubs in those cities on the work of the International Labour Office.

DEPARTMENT SUSTAINS LOSS OF THREE OFFICERS

It is with deep regret that the department records the loss towards the close of 1926 of the services of three of its most valued officers by the death of Mr. E. Vincelette on November 20, of Mr. S. T. Bastedo on December 2, and of Major Lawrence F. Howard, on December 14.

The late Mr. Vincelette had been chief translator of the department for seventeen years, and among his other duties supervised the French editions of the *Labour Gazette* and of various departmental reports. He was unusually fitted for the efficient accomplishment of this work and by his death the department was deprived of the services of a particularly able officer.

The late Mr. Bastedo had been Superintendent of Dominion Government Annuities from the time of the enactment of the Government Annuities Act in September, 1908. For two years prior to this appointment he represented Canada on the Joint International Commission which investigated fishing conditions on the boundary between the United States and Canada, having been assigned to this important post by the Imperial Government on the recommendation of the Dominion Government. On the termination of the work of the commission, Mr. Bastedo was placed in charge of the Government Annuities Branch, which was in course of organization. An efficient and highly esteemed public servant, he gave splendid service in the position of Superintendent of Dominion Government Annuities until his death.

Before joining the staff of the department in January, 1919, the late Major Lawrence F. Howard had had a distinguished military career. Enlisting in 1914 in the early days of the war as a private, he subsequently gained promotion to the rank of major; during the course of his service he was wounded on three different occasions. His first position with the department was that of Dominion Superintendent of Eastern Offices in the Employment Service Branch, with headquarters at Ottawa. In 1923 he was transferred to the position of Dominion Superintendent of Western Offices, with headquarters at Winnipeg, which position he very capably filled up to the time of his death.

CONCLUSION

In conclusion I desire to place on record my appreciation of the excellent service rendered during the year by the staff of the department. The pronounced interest in their work manifested by the individual employees assisted materially to this end.

I have the honour to be, sir,

Your obedient servant,

H. H. WARD,

*Deputy Minister of Labour and Registrar
of Boards of Conciliation and Investi-
gation.*

DEPARTMENT OF LABOUR, OTTAWA.

I. INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

This chapter constitutes the twentieth annual report of the Registrar of Boards of Conciliation and Investigation, covering proceedings under the Industrial Disputes Investigation Act, 1907, for the fiscal year ending March 31, 1927.

The Industrial Disputes Investigation Act, 1907, the intent of which is more fully set forth in its complete title, "An Act to aid in the Prevention and Settlement of Strikes and Lockouts in Mines and Industries connected with Public Utilities", became law on March 22, 1907. The incident leading immediately to the conception of the statute was a prolonged strike in the coal mines at Lethbridge, Alta., which had threatened to cause a fuel famine in the Prairie Provinces during the previous winter. Negotiations resulting in a settlement of the strike were conducted by Mr. W. L. Mackenzie King, then Deputy Minister of Labour and now Prime Minister of Canada, who, in his report on the subject, dealt at length with the danger and loss to the country ensuing from such stoppages and recommended that consideration be given by Parliament to industrial disputes legislation which would have as its dominant motive the prevention of strikes seriously menacing the public safety. The outcome of this suggestion was the enactment of the Industrial Disputes Investigation Act, 1907, which is popularly known as "the Lemieux Act", being named after the Hon. Rodolphe Lemieux, who, in his capacity as Minister of Labour, presented the Bill to Parliament.

The essence of the legislation is the provision that in disputes arising in mines and public utility industries no strike or lockout may be lawfully declared until after the subject of the dispute in question has been investigated by a Board of Conciliation and Investigation and every reasonable effort has been made to bring the parties concerned to an agreement. The Act does not forbid strikes or lockouts failing an ultimate agreement, but forbids them only pending inquiry before a board. The award of a board is not binding unless the parties agree to make it so. At least thirty days' notice is required to be given by employers and employees regarding an intended or desired change affecting wages or working conditions, and the Act prescribes further that, in the case of a dispute arising, any such contemplated change may not take place until the dispute has been finally dealt with by a board.

Penalties are named in the statute for employers causing a lockout or change in wages or hours, and for employees engaging in a strike, prior to board proceedings; also for persons who incite, encourage or aid those taking part in such strikes or lockouts. While the Act applies equally to strikes and lockouts, it may be remarked that the lockout is rarely encountered in Canada, though it is true that here and there in an industrial dispute the nature of a stoppage of work becomes sometimes confused and it is difficult to determine whether it may be correctly attributed to either the one cause or the other. An admitted lockout is practically unknown.

VALIDITY OF THE ACT

The constitutionality of the Industrial Disputes Investigation Act has been the subject of judicial proceedings on two occasions.

In 1911, in connection with a board constituted under its provisions to deal with a dispute between the Montreal Street Railway Company and certain of its employees, a permanent injunction was obtained restraining the board from proceeding with its inquiry by reason of an alleged technical defect in the estab-

lishment of the board. The judges of both the Superior Court and the Court of Review of the Montreal District, however, declared the Act to be constitutional and *intra vires* of the Dominion Parliament.

In August, 1923, proceedings concerning the constitutionality of the Industrial Disputes Investigation Act were instituted in the Ontario courts by the Toronto Electric Commissioners, who refused to recognize the authority of a Board of Conciliation and Investigation established to deal with a dispute between the commissioners in question and their electrical workers. The commissioners contended that, as the Toronto Hydro-Electric System was controlled by a municipality, the provisions of the Act could not be applied to the particular dispute; also that the statute invaded provincial rights and was unconstitutional. The case was heard by various Ontario courts, and was carried to the Judicial Committee of the Privy Council. The judgment of the latter was delivered on January 20, 1925, and was to the effect that the Act in its then existing form was *ultra vires* of the Dominion Parliament on the ground that it encroached upon the rights given to the provinces under the provisions of the British North America Act. A volume was issued by the Department of Labour during 1925 containing a full account of the legal proceedings in this case and including the texts of the judgments of the various Ontario courts and of the Judicial Committee of the Privy Council, the cases for the several parties as presented before the Judicial Committee, the argument before the Judicial Committee, and other correlated data.

SCOPE OF THE ACT

Following the decision of the Judicial Committee of the Privy Council, the question of constitutional limitation was carefully considered and amendments to the Industrial Disputes Investigation Act were drafted with the object of confining the application of the statute to matters not within the exclusive legislative jurisdiction of any province. The amendments were enacted at the 1925 parliamentary session and the statute accordingly remains applicable to industrial disputes in such enterprises as come clearly within the purview of the Dominion Parliament, these undertakings being enumerated in the amending measure as including works carried on in connection with navigation and shipping; lines of steam or other ships, railways, telegraphs, canals, ferries, and other works extending beyond any one province; works operated by aliens; works declared to be for the general advantage of Canada or for the advantage of two or more of the provinces; and works of any company incorporated by or under the authority of the Parliament of Canada. The application of the Act is also defined as extending to any dispute which the Governor in Council may in apprehended national emergency declare to be subject to the provisions of the Act, and to any dispute within the exclusive control of the provinces which is brought within the scope of the federal Act by provincial legislation. The legislatures of five of the provinces, namely, British Columbia, Saskatchewan, Manitoba, New Brunswick, and Nova Scotia, have taken advantage of this latter provision of the Industrial Disputes Investigation Act and have enacted enabling legislation by which the terms of the federal statute are made applicable to disputes of the classes named in the Dominion law and otherwise within the exclusive legislative jurisdiction of the province.

The enumeration in the 1925 amendment referred to above is not to be construed as extending the meaning of the word "employer", which is interpreted in the statute as follows:—

(c) "employer" means any person, company or corporation employing ten or more persons and owning or operating any mining property, agency of transportation or communication, or public service utility, including, except as hereinafter provided, railways, whether operated by steam, electricity or other motive power, steamships, telegraph and

telephone lines, gas, electric light, water and power works, or any number of such persons, companies or corporations, acting together, or who in the opinion of the minister have interests in common.

"Industrial dispute" is defined in the statute as meaning "any dispute or difference between an employer and one or more of his employees, as to matters or things affecting or relating to work done or to be done by him or them, or as to the privileges, rights and duties of employers or employees (not involving any such violation thereof as constitutes an indictable offence); and, without limiting the general nature of the above definition, includes all matters relating to

- (1) the wages allowance or other remuneration of employees, or the price paid or to be paid in respect of employment;
- (2) the hours of employment, sex, age, qualification or status of employees, and the mode, terms and conditions of employment;
- (3) the employment of children or any person or persons or class of persons, or the dismissal of or refusal to employ any particular person or persons or class of persons;
- (4) claims on the part of an employer or any employee as to whether and, if so, under what circumstances, preference of employment should or should not be given to one class over another of persons being or not being members of labour or other organizations, British subjects or aliens;
- (5) materials supplied and alleged to be bad, unfit or unsuitable, or damage alleged to have been done to work;
- (6) any established custom or usage, either generally or in the particular district affected;
- (7) the interpretation of an agreement or a clause thereof."

Although the Act applies directly only to disputes in the industries or trades specifically named therein, its machinery may be put into operation in the case of differences arising in any other industry or trade with the joint consent of the disputants. A few disputes of this nature are usually referred under the statute in the course of a year.

During the war disputes in industries performing what may be briefly described as "war work" were brought within the scope of the Act by an Order in Council passed in 1916 under the War Measures Act.

MACHINERY OF THE ACT DESCRIBED

The general administration of the Act is placed under the Minister of Labour, and, since the enactment of the statute, the position of Registrar of Boards of Conciliation and Investigation has been held in conjunction with that of Deputy Minister of Labour.

Boards of Conciliation and Investigation are established by the Minister of Labour, usually on an application from one of the parties to the dispute. The minister has power, if he deems it expedient, to constitute a board on his own initiative. A municipal authority may also apply for a board. An amendment passed at the 1925 session places clearly upon the party desiring a change in wages and hours the full responsibility, in the event of a dispute occurring, for making application for a board.

Application forms are supplied by the department on request; it is not necessary that application be made on these forms, but an application should be, in any event, accompanied by a statement setting forth (1) the parties to the dispute; (2) the nature and cause of the dispute, including any claims or demands made by either party upon the other, to which exception is taken; (3) an approximate estimate of the number of persons affected or likely to be affected by the dispute; and (4) the efforts made by the parties themselves to adjust the dispute. The law requires further that the application shall be accompanied by a statutory declaration setting forth that, failing an adjustment of the dispute or a reference thereof by the minister to a board, to the

best of the knowledge and belief of the declarant a lockout or strike will be declared, and (except where the application is made by an employer in consequence of an intended change in wages or hours proposed by the said employer) that the necessary authority to declare such lockout or strike has been obtained. When, however, a dispute concerns employees in more than one province, and such employees are members of a trades union having a general committee authorized to carry on negotiations in disputes, and so recognized by the employer, there is an alternative procedure, free from the necessity of obtaining authority to declare a strike, whereby a declaration may be made by certain union officials setting forth that, failing an adjustment of the dispute or reference thereof by the minister to a board, to the best of the knowledge and belief of the declarants a strike will be declared, that the dispute has been the subject of negotiations between the committee of the employees and the employer or that it has been impossible to secure conference or to enter into negotiations, that all efforts to obtain a satisfactory settlement have failed, and that there is no reasonable hope of securing a settlement by further effort or negotiations.

A Board of Conciliation and Investigation consists of three members appointed by the Minister of Labour. One member is recommended by each of the disputing parties and the third member, who is chairman, is secured if possible by joint recommendation of the two members first appointed. Failing a joint recommendation the chairman is selected and appointed by the minister. There is also provision for the selection and appointment by the minister of a member for either of the parties who fails or neglects to nominate a person for appointment as board member within five days after being requested by the minister to do so, or within such extension of that period as the minister may allow. Members of a board must be British subjects, though not necessarily residents of Canada.

On the constitution of a board the registrar forwards to the chairman the necessary documents and instructions. The sittings of the board are fixed as to time and place by the chairman and the proceedings conducted in public unless the board, of its own motion or by request of any of the parties to the dispute, directs that they be held in private. The board may at any time dismiss any matter referred to it which it deems frivolous or trivial: also it may, with the consent of the Minister of Labour, employ competent experts or assessors to examine the books or official reports of either party, and to advise upon any technical or other matter material to the investigation.

The Act gives the board the requisite powers for taking evidence, etc., and provides for the remuneration and payment of expenses of board members and witnesses, and for all clerical assistance. Procedure under the statute is on simple lines, and in practice the effort has been to free the tribunal so far as possible from the formalities of a court of law.

If the board by conciliation effort brings the disputants together and a working agreement results, a copy of the memorandum of the settlement, with a report of the proceedings, is forwarded to the minister. If a settlement of the dispute is not reached during the course of its reference to a board, the board is required to report fully thereon and to make such recommendations as it seems fit for the settlement of the dispute. If the board deems it expedient the report shall state the period during which the proposed settlement shall continue in force and the date from which it shall commence. This report is sent to the registrar, and, similarly, a minority report may be made by a dissenting member of the board. Copies of the reports and minority reports made by boards or members of boards are, in accordance with the requirements of the statute, furnished the parties to the dispute. All reports are also published, either verbatim or in summary form, in the *Labour Gazette*, the official monthly publication of the Department of Labour, and are given publicity in the press.

It has not been the policy of the Department of Labour to institute proceedings in court when the provisions of the statute are believed to have been infringed; any individual may lay the information necessary, whether as regards employees or employers, and, in the various cases in which the penalty clauses have been enforced, procedure has been wholly independent of the Department of Labour or of any department of the Dominion Government.

Slight modifications of the Act intended to strengthen its principles or improve its machinery have been made by amendments passed in 1910, 1918, and 1920; also in 1925, the main feature of the 1925 amendment being, of course, the section limiting the application of the Act in terms to matters not within the legislative jurisdiction of any province.

TWENTY YEARS' OPERATIONS

The total number of applications under the terms of the Industrial Disputes Investigation Act received during the twenty years which have elapsed since the enactment of the statute in March, 1907, is 661; Boards of Conciliation and Investigation were established in 461 disputes, leaving 200 cases in which the dispute was settled by other agencies than those of a Conciliation Board, or it was found that the dispute did not come within the provisions of the statute. Of the 461 disputes so referred and as to each of which it had been declared on oath that a strike or lockout was believed to be impending, a cessation of work was averted or ended in all save 37 cases; the expression "or ended" will be understood to mean that in a few cases, despite the fact that a strike may have been improperly entered on, a board was none the less established and the dispute dealt with as if the strike had not been declared.

THE FISCAL YEAR 1926-27

It will be recalled that the statute was more or less inactive during the fiscal period 1925-26, four applications only having been received. The fiscal year ending March 31, 1927, however, shows renewed activity, nineteen applications having been received and eleven boards granted. In the case of two boards, proceedings were unfinished at the close of the fiscal period. Nine boards reported during the year, the threatened strike being averted in each instance. Unanimous reports were received from five boards, four of which were successful in effecting amicable agreements between the disputing parties. The fifth unanimous report made certain recommendations for the settlement of the dispute and no strike occurred. Majority and minority reports were received from four boards, the majority report being accepted as a settlement of the dispute in two instances, and a compromise being later effected in each of the two other cases.

With respect to the eight applications in connection with which boards were not established, in two cases working agreements were reached as a result of renewal of negotiations; one application was held in abeyance at the request of the applicants; one application was under consideration at the close of the fiscal year, and in the four remaining cases it was not possible to apply the provisions of the statute.

RAILWAY DISPUTES

With regard particularly to railway disputes it should be perhaps pointed out that, while the Industrial Disputes Investigation Act has since its inception applied directly to all classes of railway disputes, save only in certain rare cases where a dispute might affect a railway within the exclusive jurisdiction of a province, yet for several years past certain classes of disputes arising between

railways and their employees have been disposed of by what is known as Canadian Railway Board of Adjustment No. 1. This is a body which was voluntarily formed in August, 1918, by agreement between (a) Canadian railways being members of the Canadian Railway War Board, afterwards the Railway Association of Canada, and comprising practically all railways of importance in Canada, and (b) six trades unions, namely, (1) Brotherhood of Locomotive Engineers, (2) Brotherhood of Locomotive Firemen and Enginemen, (3) Order of Railway Conductors, (4) Brotherhood of Railroad Trainmen, (5) Order of Railroad Telegraphers, and (6) United Brotherhood of Maintenance-of-Way Employees and Railway Shop Labourers. A new agreement, executed on April 15, 1921, is effective until amended or terminated "upon service of thirty days' notice by the one party upon the other." The board consists of twelve members, six selected by the Railway Association of Canada and six by the executive officers of the organizations above named. Under the terms of the agreement, decisions of the board are binding. In the event of a majority vote of the members of the board not being obtained, provision is made for the unanimous choice of a referee, or, in case of failure to agree, for the appointment of a referee by the federal Minister of Labour. However, all decisions so far rendered by the board have been unanimous. The board deals with all disputes between the respective railway managements and their employees, members of the unions above named, concerning the interpretation or application of wage schedules or agreements and which have not been settled by direct negotiations. Disputes arising out of the negotiation of new agreements as to wages and working conditions or amendments thereto are not, however, embraced within the jurisdiction of the Canadian Railway Board of Adjustment No. 1, and several disputes of this nature have, since the creation of the board, been referred to Boards of Conciliation and Investigation under the terms of the Industrial Disputes Investigation Act. The Canadian Railway Board of Adjustment No. 1 also determines differences existing between railways and classes of employees not represented on the board, provided joint submission of the case is made to the board by the parties concerned.

A similar tribunal, the Canadian National Railways Employees' Board of Adjustment No. 2, was organized on September 1, 1925, by agreement between the Canadian National Railways and its clerks, station, baggage room and freight shed employees, roundhouse, shop and stores labourers (members of the Canadian Brotherhood of Railroad Employees), for the purpose of disposing of grievances or disputes which might arise respecting the application, non-application or interpretation of agreements as to wages or working conditions. All disputes arising out of proposed changes in rates of pay, rules or working conditions are specifically excluded from the jurisdiction of the board. The board is composed of eight members, four of whom are selected by the railway management and four by the employees concerned. A majority vote of the full board is necessary for a decision, which is binding upon the parties; if no decision is reached, provision is made for the appointment of an arbitrator. The agreement is effective until cancelled by thirty days' notice given at any time by either party to the other. In November, 1925, the scope of the board was enlarged to include additional classes, namely, dining, sleeping and parlor car employees.

An agreement between the Railway Association of Canada and Division No. 4, Railway Employees' Department of the American Federation of Labour, governing rates of pay and rules of service for crafts in the locomotive and car departments of various Canadian railways, contains a provision that all grievances and disputes which cannot be adjusted directly by the railway officials and the employees' representatives shall be jointly submitted in writing to the

Railway Association of Canada and to Division No. 4, Railway Employees' Department, American Federation of Labour, "for adjudication or final disposition." This arrangement has been in operation for several years.

The railways and employees participating in the above mentioned agreements are not exempted from the operation of the Industrial Disputes Investigation Act, but, since all the disputes going before these voluntary agencies for adjustment are settled, comparatively few disputes affecting the railway labour classes are now referred under the terms of this statute. Five of the applications for Boards of Conciliation and Investigation received during the fiscal year 1926-27 concerned railway disputes; in each case the dispute was one falling outside the scope of the agreements referred to above.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The tables here presented are arranged in several divisions, viz: (i) showing proceedings by industries concerned during the fiscal years 1925-26 and 1926-27; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1927; (iii) showing by fiscal years, 1907-1927, number of disputes dealt with; (iv) showing by calendar years, 1907-1927, number of disputes dealt with; (v) containing statistical summary of operations under the statute for the fiscal year ending March 31, 1926; and (vi) containing statistical summary of operations under the statute for the fiscal year ending March 31, 1927.

In the nineteenth annual report of proceedings under the Industrial Disputes Investigation Act, the tables summarizing operations under the statute during the fiscal year ending March 31, 1926, were not inserted, the features of the year's activities in this respect being shown in narrative form. For the convenience of those who are desirous of keeping a complete tabulated record on the subject, the summary tables omitted from the 1925-26 report are included in the present chapter (see Tables I and V).

I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES DURING THE FISCAL YEARS 1925-26 AND 1926-27

Industries affected	April 1, 1925, to March 31, 1926			April 1, 1926, to March 31, 1927		
	Number of applications for Boards received	Number of Boards established	Number of strikes not averted or ended	Number of applications for Boards received	Number of Boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication and other public utilities—						
(1) Mines—						
Coal.....	0	0	0	1	0	0
(2) Transportation and communication—						
(a) Steam railways.....	1	0	0	5	5	0
(b) Street and Electric Railways...	1	0	0	2	2	0
(c) Express.....	0	0	0	1	1	0
(d) Shipping.....	0	0	0	2	2	0
(e) Telegraphs.....	0	0	0	2	0	0
(f) Telephones.....	0	0	0	1	0	0
II. Disputes not falling clearly within the direct scope of the Act.....	2	0	0	5	1	0
Total.....	4	0	0	19	11	0

On March 31, 1927, results were still pending in connection with three applications concerning disputes between (1) the Shipping Federation of Canada and the Canadian Pacific Steamships, Limited, and certain of their employees being checkers and coopers, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees; (2) the Canadian National Railways and certain of its employees being clerks, freight handlers, warehousemen, passenger station employees, stores employees, stationary engineers, stationary firemen, classified and unclassified labourers in and around shops and warehouses, etc., as represented by the Canadian Brotherhood of Railroad Employees; (3) the British Columbia Telephone Company and certain of its employees being members of Locals 230 and 310, International Brotherhood of Electrical Workers.

II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO
MARCH 31, 1927

Industries affected	Number of applications for Boards received	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work—		
(1) Mines—		
(a) Coal.....	72	10
(b) Metal.....	20	5
(c) Asbestos.....	1	0
(2) Transportation and communication—		
(a) Steam railways.....	198	7
(b) Street and electric railways.....	108	7
(c) Express.....	12	1
(d) Shipping.....	34	0
(e) Telegraphs.....	23	1
(f) Telephones.....	8	0
(3) Miscellaneous—		
(a) Light and power.....	24	3
(b) Elevators.....	1	0
(4) War work.....	30	1
II. Disputes not falling clearly within the direct scope of the Act.....	130	2
Total.....	661	37

III. TABLE SHOWING BY FISCAL YEARS, 1907-1927, NUMBER OF DISPUTES DEALT WITH

	1907- 1908	1909- 1910	1910- 1911	1911- 1912	1912- 1913	1913- 1914	1914- 1915	1915- 1916	1916- 1917	1917- 1918	1918- 1919	1919- 1920	1920- 1921	1921- 1922	1922- 1923	1923- 1924	1924- 1925	1925- 1926	1926- 1927	Total
Number of applications.....	34	21	27	24	18	21	16	14	36	52	95	72	63	49	39	22	19	4	19	661
Number of boards granted.....	31	19	25	19	15	17	15	11	20	38	60	46	37	31	27	13	9	0	11	461
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	4	0	1	1	1	2	3	6	1	2	0	1	0	0	37

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in the yearly summary. A closer examination will, however, show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during the fiscal year. The figures of the yearly statement include, therefore, disputes carried over from the previous year and which are counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken of the number of applications received during the year and thus brought within the purview of the statute.

IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1927, NUMBER OF DISPUTES DEALT WITH

	*1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	†1927 3 mos.	Total
Number of applications.....	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	22	4	14	7	661
Number of boards granted.....	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	10	0	9	2	461
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	0	0	1	0	0	37

*The Act became law on March 22, 1907, so that the proceedings cover nine months only.

†To the end of the financial year, March 31.

(The remark following Table III applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER, FROM APRIL 1, 1925, TO MARCH 31, 1926

I. MINES, AGENCIES OF TRANSPORTATION AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister, under Section 8, Sub-section 1, of the I. D. I. Act, on recommendation from the party concerned.
2. Appointed by the Minister, under Section 8, Sub-section 2, of the I. D. I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister, under Section 8, Sub-section 3, of the I. D. I. Act, in the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 8, Sub-section 4, of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) TRANSPORTATION AND COMMUNICATION

(a) STEAM RAILWAYS

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Feb. 22, 1926	Canadian National Railways and certain of its employees at the Rail Plant, (Winnipeg), members of the Fort Rouge Unit, One Big Union.	Employees....	Winnipeg, Man.	Approx. 77 dir.; 500 indir.	Alleged unjust treatment accorded senior men in matter of promotions and reductions in staff.	.....	.....	.....	It was understood that the employees concerned were already covered by an agreement between the Railway Association of Canada (representing, among other railways, the Canadian National Railways) and the United Brotherhood of Maintenance-of-way Employees and Railway Shop Labourers as to rates of pay and rules governing maintenance-of-way employees and shop labourers, the agreement in question, known as Wage Agreement No. 7, providing machinery for disposing of any alleged grievances, and it was held that there was no ground for the establishment of a board.

(b) STREET AND ELECTRIC RAILWAYS

March 2, 1926	Canadian National Electric Railways and certain of its employees being members of the International Brotherhood of Electrical Workers.	Employees....	St. Catharines and Toronto, Ont.	25 dir.; 150 indir.	Employees' desire for agreement covering wages and working conditions.	An officer of the department, Mr. E. N. Compton, investigated the situation in connection with the dispute, and an agreement was reached, thereby avoiding the constitution of a board.
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II.—DISPUTES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

April 23, 1925	Corporation of the City of Edmonton and certain of its employees being junior clerks, stenographers, typist clerks, cardwriters and extension clerks, members of Civic Service Union No. 52.	Employees....	Edmonton, Alberta.	25 dir.; 165 indir.	Against wages. reduction in			The applicants being clerical workers and in the employ of the city, a board could be established only with the consent of the municipal authorities. On this point the employees, in a letter covering the application, remarked that the City Council had passed a resolution approving the principle of referring the matters in dispute to a Conciliation Board. A few days after receipt of the application, however, the dispute was adjusted by mutual agreement and board procedure became unnecessary.
June 22, 1925	Montreal Light, Heat and Power Consolidated and certain of its employees being members of various unions and employed in the production and distribution of electricity and gas.	Employees....	Montreal, P.Q.	800 dir.; 1,100 indir.	For increased wages and improved working conditions.			The employer not being incorporated by or under the authority of the Parliament of Canada, but under that of the Provincial Legislature, and the province of Quebec not having enacted legislation making the provisions of the I. D. I. Act applicable to disputes within its exclusive legislative jurisdiction, as provided in the 1925 amendment to the federal statute, a board could be established only on the joint request of the parties concerned. The company indicated its unwillingness to refer the dispute to a board whereas the Minister offered the services of Mr. E. McG. Quirk, a special representative of the department as mediator. Through Mr. Quirk's efforts conferences were subsequently held between the parties concerned and a working agreement was reached.

VI. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER, FROM APRIL 1, 1925, TO MARCH 31, 1927

I.—MINES, AGENCIES OF TRANSPORTATION AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister under Section 8, Sub-section 1, of the I. D. I. Act, on recommendation from the party concerned.
2. Appointed by the Minister under Section 8, Sub-section 2, of the I. D. I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister under Section 8, Sub-section 3, of the I. D. I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister under Section 8, Sub-section 4, of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING AND SMELTING INDUSTRY

COAL MINE

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
March 2, 1927	Inverness Railway and Coal Company and certain of its miners.	Employees...	Inverness, N.S.	554 dir.	Against decreased wages and for improved working conditions.				Shortly after the application was received, Messrs. E. McG. Quirk and J. D. O'Neill, representatives of the department, were sent to the locality of the dispute, and, as a result of their mediation, the applicants requested the minister to hold the application in abeyance. Early in the following fiscal year this application was superseded by an amended application.

(2) TRANSPORTATION AND COMMUNICATION

(a) STEAM RAILWAYS

Date of receipt of application	Parties to dispute	Party making application	C.P.R. and C.N.R. lines in Canada.	15,000 dir.	For increased wages	Hon. Mr. Justice Hugh T. Kelly, (c) 4; Isaac Pitblado, K. C., (e) 1; David Campbell, K. C., (m) 1.	Aug. 16, 1926	Oct. 29, Oct. 30, 1926	The report, which was signed by the chairman and Mr. Pitblado, was adverse to the men's claim for increased wages. A minority report was presented by Mr. Campbell. The board's findings were rejected by the employees, who, by an overwhelming vote, authorized their executive to call a strike unless a satisfactory settlement was otherwise secured. The Hon. Mr. Heenan, Minister of Labour, as well as the Hon. Mr. Dunning, Minister of Railways and Canals, conferred with the disputing parties, urging upon them the importance of exploring every possible avenue looking to an amicable ad-
July 20, 1926	Canadian Pacific Railway Company and Canadian National Railways and certain employees of said railways being conductors, trainmen and yardmen, members of the Order of Railway Conductors and the Brotherhood of Railroad Trainmen.	Employees...	C.P.R. and C.N.R. lines in Canada.	15,000 dir.	For increased wages	Hon. Mr. Justice Hugh T. Kelly, (c) 4; Isaac Pitblado, K. C., (e) 1; David Campbell, K. C., (m) 1.	Aug. 16, 1926	Oct. 29, Oct. 30, 1926	The report, which was signed by the chairman and Mr. Pitblado, was adverse to the men's claim for increased wages. A minority report was presented by Mr. Campbell. The board's findings were rejected by the employees, who, by an overwhelming vote, authorized their executive to call a strike unless a satisfactory settlement was otherwise secured. The Hon. Mr. Heenan, Minister of Labour, as well as the Hon. Mr. Dunning, Minister of Railways and Canals, conferred with the disputing parties, urging upon them the importance of exploring every possible avenue looking to an amicable ad-

judgment of the difficulty. Direct negotiations between the parties to the dispute were resumed and early in December a compromise was reached involving varying percentages of increases to the classes of employees concerned.

The board was successful in effecting an agreement between the disputing parties, and the terms of the agreement were embodied in the board's report.

As a result of the board's efforts, an agreement between the parties to the dispute was consummated and its terms incorporated in the report of the board.

The differences regarding working conditions were settled by direct negotiations between the parties concerned, and the report of the board, which was signed by the chairman and Mr. Campbell, dealt with the question of wages, recommending an increase of four cents an hour to hourly rated employees and an equivalent increase to monthly rated employees. Mr. Coyne presented a minority report advising against an increase under existing conditions. The employees indicated their acceptance of the board's recommendations, which were, however, rejected by the company. Renewed negotiations among the employees showed a large majority in favour of a strike. The Hon. Mr. Heenan, Minister of Labour, brought the conflicting parties together on several occasions, and, at a conference held in Ottawa, arranged following the strike ballot, a compromise was reached as to the basis for an agreement.

Sept. 22, 1926	Canadian National Railway Company and certain of its employees. When the Montreal, P.Q. employees were affected, the company's freight handlers, checkers, porters and packers, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees.....	Montreal, P.Q.	200 dir.	For increased wages and changed working conditions.	Henry Holgate, (c) 4; U. E. Gillen, (e) 1; J. T. Foster, (m) 1.	Nov. 26, (c) 4; (e) 1; (m) 1.	Dec. 24, 1926	Direct negotiations between the parties to the dispute were resumed and early in December a compromise was reached involving varying percentages of increases to the classes of employees concerned.
Sept. 23, 1926	Canadian National Railway Company and certain of its employees in parlor and dining car service (on former Grand Trunk lines), members of the Canadian Brotherhood of Railroad Employees.	Employees.....	C.N.R. Central Region.	60 dir.; 110 indir.	Against removal of the coloured dining car employees from positions in main line service on former Grand Trunk lines.	E. McG. Quirk, (c) 3; Guy Tombs, (e) 1; H. S. Ross, (m) 1.	Nov. 4, 1926	Dec. 23, 1926	As a result of the board's efforts, an agreement between the parties to the dispute was consummated and its terms incorporated in the report of the board.
Oct. 30, 1926	Canadian Pacific Railway Company and certain of its employees on eastern and western lines, being clerks, freight handlers, station employees, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees.....	C.P.R. Eastern and Western Lines.	6,300 dir.	For increased wages and changed working conditions.	D. R. C. MacLean, (c) 4; J. B. Coyne, K.C., (e) 1; David Campbell, K.C., (m) 1.	Dec. 2, 1926	Feb. 15, Feb. 21, 1927.	The differences regarding working conditions were settled by direct negotiations between the parties concerned, and the report of the board, which was signed by the chairman and Mr. Campbell, dealt with the question of wages, recommending an increase of four cents an hour to hourly rated employees and an equivalent increase to monthly rated employees. Mr. Coyne presented a minority report advising against an increase under existing conditions. The employees indicated their acceptance of the board's recommendations, which were, however, rejected by the company. Renewed negotiations among the employees showed a large majority in favour of a strike. The Hon. Mr. Heenan, Minister of Labour, brought the conflicting parties together on several occasions, and, at a conference held in Ottawa, arranged following the strike ballot, a compromise was reached as to the basis for an agreement.

VI. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION, ETC.—Continued
(2) TRANSPORTATION AND COMMUNICATION—Continued
(a) STEAM RAILWAYS—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
March 4, 1927	Canadian National Railway and certain of its employees being clerks, freight handlers, warehousemen, passenger station employees, stores employees, stationary engineers, firemen, classified and unclassified labourers in and around shops and warehouses, etc., as represented by the Canadian Brotherhood of Railroad Employees.	Employees....	C.N.R. Lines.....	15,000 dir.	For improved working conditions, increased wages, and other changes.	W. J. Donovan, (c) 4; Peter White, K.C., (e) 1; H. S. Ross, K.C., (m) 1.	March 29, 1927	.....	Proceedings unfinished at the close of the fiscal year.

(b) STREET AND ELECTRIC RAILWAYS

May 17, 1926	Winnipeg Electric Company and certain of its employees being motor-men and conductors, members of the Street Railway Employees Unit, One Big Union.	Employees....	Winnipeg, Man.....	\$50 dir., 1,000 indir.	For increased wages and changed working conditions.	Hon. Mr. Justice J. H. Lamont, (c) 4; J. B. Coyne, K.C., (e) 2; Fred J. Dixon, (m) 1.	June 23, 1926	Aug. 3, Aug. 3, 1926	An application received on April 16 did not comply with the requirements of the Act and a further application was submitted on May 17 by the employees. The report was signed by the chairman and Mr. Coyne and contained recommendations for the settlement of the dispute. Advice was later received that these recommendations were acceptable to the parties concerned and had been put into effect by the employing company. Mr. Dixon presented a minority report.
May 6, 1926	Canadian National Railway (Montreal and Western Counties Railway) and certain of its employees being conductors, trainmen and motormen, members of the Brotherhood of Railroad Trainmen.	Employees....	St. Lambert, Chambly Co., P.Q.	75 dir.	For increased wages, basic day, and improved working conditions.	Bernard Rose, K.C., (c) 4; Arthur Gabor, (e) 1; Albert McGovern, (m) 1.	June 4, 1926	June 29, July 3, 1926	During the hearings of the board it was indicated by the parties to be disputed that an agreement had been reached regarding the matter of working conditions. The report of the board, which was signed by the chairman and the employees' representative, recommended an increase of pay to the employees concerned and suggested that an effort

should be made in the very near future looking to the fixing of a basic day. The company's nominee submitted a minority report. While the employees signified their acceptance of the findings of the board, the employing company advised the department that it could not see its way clear to accepting the board's recommendations. The Hon. Mr. Heenan, Minister of Labour, however, took the matter up with the railway officials, urging upon them the desirability of acceptance by the company of the board's findings. As a result of the minister's mediation, negotiations were resumed, and advice was received that an agreement between the parties concerned had been executed and that the rates of pay recommended by the board had been put into effect as from Sept. 1, 1926.

(c) EXPRESS

May 8, 1926	Canadian National Express Company and certain of its employees being members of the Canadian Brotherhood of Railroad Employees.	Employees....	Timmins and Co., Balt., Ont., and St. John, N.B.	3,150 dir.....	Employees' claim that certain appointments by company were in contravention of terms of agreement.	E. McG. Quirk, (c) 3; U. E. Gillen, (x) 1; David Campbell, (m) 1.	July 12, 1926	Sept. 13, 1926	With the board's assistance agreements were effected between the parties concerned which disposed of the points at issue, and which were drafted with a view to obviating the occurrence of similar disputes in the future. The agreements in question were embodied in the unanimous report of the board. No strike occurred.
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(d) SHIPPING

Sept. 14, 1926	Shipping Federation of Canada and the Canadian Pacific Steamships, Limited, and certain of their employees being checkers and coopers, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	Montreal, P.Q.....	225 dir.; 225 indir.	For increased wages and changed working conditions.	Farquhar Robertson, Stavert, (x) 2; J. T. Foster, (m) 1.	Nov. 2, 1926	First interim report Nov. 17, 1926; second interim report Jan. 17, 1927.	The first interim report was accompanied by a letter written on behalf of the employees concerned, stating that the shipping interests undertook to meet their employees in or about the month of March, 1927, to discuss terms of employment for the ensuing year, to which arrangement, the report stated, the employees were agreeable. A second interim report stated that the board stood adjourned pending the outcome of the negotiations between the parties. The final report had not been received at the close of the fiscal year.
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VI. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION, ETC.—*Concluded*
(2) TRANSPORTATION AND COMMUNICATION—*Concluded*

(d) SHIPPING—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Jan. 15, 1927	Various shipping interests of the Port of St. John, N.B., and certain of their employees being checkers, coopers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	St. John, N.B.....	125 dir.....	For increased wages and changed working conditions.	Hon. Henry Miles, (c) 3. J. H. Lauer, (e) 2; J. T. Foster, (m) 1.	Feb. 8, 1927	March 16, 1927	The report of the board was unanimous and contained recommendations as to settlement of the dispute. No strike occurred.

(e) TELEGRAPHS

June 4, 1926	Canadian National Telegraphs and certain of its employees engaged in commercial telegraph service and being members of the Electrical Communication Workers of Canada.	Employees....	Lines of Canadian National Telegraphs.	1,250 dir.; 4,900 indir.	For recognition of union.				An inter-union dispute was involved and it was deemed that no good ground existed for the establishment of a board.
March 7, 1927	Canadian National Telegraphs and certain of its employees engaged in commercial telegraph service and being members of the Electrical Communication Workers of Canada, Central District.	Employees....	C.N.T. Lines.....	255 dir.; 1,200 indir.	Alleged breach of contract.				A day or two after the application was received, the department was requested by the employees' representative to withhold action on the application and it is understood that the dispute was amicably adjusted by direct negotiations.

(f) TELEPHONES

March 29, 1927	British Columbia Telephone Company and certain of its employees being members of Locals 230 (Victoria, B.C.) and 310 (Vancouver, B.C.) of the International Brotherhood of Electrical Workers.	Employees....	Province of British Columbia.	260 dir.....	Recognition of union, wages, hours and other matters.				Proceedings unfinished at the close of the fiscal year.
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II.—DISPUTES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

May 15, 1926	Corporation of the City of Winnipeg and an employee engaged as a plumber in its Municipal Hospitals.	Employees....	Winnipeg, Man.....	25 dir.....	Against dismissal of employee because of union affiliation.	.....	.....	.....	The application was regarded as defective at certain points. Also the industry was not deemed to be within the scope of the I. D. I. Act for adjustment. Shortly after the application was received, however, direct negotiations between the parties concerned were resumed, and the dispute is understood to have been amicably incorporated. The company being incorporated under a provincial charter and its operations being confined to the province, a board could be established, in accordance with the 1925 amendment to the I. D. I. Act, only on the joint request of the parties concerned. The company's board was refused, no board was established.
June 11, 1926	Montreal Light, Heat and Power Consolidated and certain of its employees being members of various unions and employed in the production and distribution of electricity and gas.	Employees....	Montreal, P.Q.....	800 dir.; 1,100 indir.	For increased wages and changed working conditions.	.....	.....	.....	The board's report was unanimous and was accompanied by an agreement signed by both parties to the dispute.
Dec. 27, 1926	The Corporation of the City of New Westminster and certain of its employees in the Municipal Fire Department, members of the City Fire Fighters' Union, No. 256.	Employer and Employees.	New Westminster, B.C.	29 dir.....	Wages, working conditions, etc.	Rev. Dr. Albert M. Sanford, (c) 3; William James Whiteside, (e) 1; R. P. Pettipiece, (w) 1.	Jan. 3, 1927	Feb. 3, 1927	In this case a board could be established only by mutual consent of the parties concerned, and, the consent of the municipality being refused, no board was established.
Feb. 5, 1927	Corporation of the City of Ottawa and certain of its employees being fire fighters, members of Local 162, International Association of Fire Fighters.	Employees....	Ottawa, Ont.....	158 dir.; 11 indir.	For increased wages and certain changes in working conditions.	.....	.....	.....	The industry concerned not coming within the direct scope of the I. D. I. Act, a board could be constituted only with the joint consent of the parties to the dispute under Section 63 of the Act. The employing company declined to join with the employees in submitting the dispute to a Board of Conciliation and Investigation. Efforts at mediation were unsuccessful, and on Feb. 14 about 45 employees ceased work, alleging a lockout and demanding an agreement. By March 5 the majority of the former employees had either returned to work or been replaced and the dispute was considered terminated.
Feb. 11, 1927	Ottawa Sanitary Laundry Company, Ltd., and certain of its employees being members of Local No. 273, International Laundry Workers' Union.	Employees....	Ottawa, Ont.....	59 dir.....	Against certain amendments to existing agreement.	.....	.....	.....

II. CONCILIATION WORK

Apart from the operation of the Industrial Disputes Investigation Act, the services of the officers of the Department of Labour were utilized during the year in the adjustment of a number of labour disputes through conciliation. In certain cases in which application had been made for the establishment of Boards of Conciliation and Investigation under the Industrial Disputes Investigation Act, it was found that the Act did not apply, but the department lent the assistance of its officers in promoting an amicable settlement. In many of the disputes where a settlement was secured by conciliation, no strike took place and it was deemed desirable to give the matter as little publicity as possible. Some of the best work of the department achieved in this way often is known, therefore, to the disputants alone.

The Minister of Labour took an active part personally in proceedings in certain cases. In several instances the disputes in question had previously been referred to boards established under the Industrial Disputes Investigation Act. Reference is made in the chapter of the present report dealing with the operation of the Industrial Disputes Investigation Act to the services which the Minister of Labour rendered in this connection and in which he was particularly successful. The minister evinced, indeed, a personal interest in the settlement of all industrial controversies which came to the attention of the department, and himself mediated in a number of individual disputes, his efforts in promoting good relations between employers and employees meeting with decided success. In still other instances the good offices of the Department of Labour in the settlement of labour disputes were exerted through the Fair Wages Officers, who are stationed at different industrial centres. The officers in question are: Mr. F. E. Harrison, resident in Vancouver, who is the departmental representative for the four western provinces; Mr. E. N. Compton, resident Fair Wages Officer in Toronto, whose territory comprises the province of Ontario; and Mr. Theo. Bertrand, resident Fair Wages Officer in Montreal. Mr. E. McG. Quirk, of Montreal, though not actually an officer of the department, acted on various occasions as a special representative in connection with conciliation work in Quebec and the Maritime Provinces.

Following the custom of previous years, visits were made by Mr. Harrison to the largest centres of Saskatchewan, Alberta, and British Columbia, both during the summer and winter months, in order to keep in touch with industrial conditions, to obtain accurate wages data, and to assist in the adjustment of labour disputes. As in previous years, visits were made by the Fair Wages Officer to the various coal mining centres with a view to investigating employment conditions, and reports were forwarded to the department. Happily, there were practically no interruptions of work in the coal mining industry during the past year, largely owing to the fact that wage agreements had been made between the operators and the employees which have still another year to run.

During the fiscal year Mr. Harrison was instrumental in bringing ten strikes to a conclusion and also assisted in the adjustment of twenty-five other labour disputes. During April, 1926, the moulders employed in the different metal trades industries in Vancouver ceased work, demanding an advance of \$1 a day in wages. The strike continued until August 12, when, through the mediation of the departmental official, a compromise settlement was made and work resumed. In May, 1926, the carpenters employed in the building trades industry in Vancouver ceased work owing to the refusal of the employers to grant a five-day week. Mr. Harrison was successful in bringing about the termination of this strike on the 12th of the month. The settlement provided for

an increase in wages but for the continuance of the six-day week. During the month of February, 1927, an application for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act was under consideration by the civic employees of Calgary. Mr. Harrison called upon the Mayor of Calgary and the President of the Calgary Civic Employees' Federation and offered his services as a mediator. An amicable settlement was reached as the result of negotiations extending over a period of three weeks.

Mr. E. McG. Quirk, of Montreal, visited Winnipeg in April, 1926, in connection with a dispute between the Winnipeg Electric Railway Company and its motormen and conductors. In the month of May following, he visited Quebec in company with Mr. Theo. Bertrand, Fair Wages Officer, in connection with complaints which had reached the Department of Labour concerning employment conditions on a contract for harbour improvements there. In the same month Mr. Quirk proceeded to Halifax, Sydney, Truro, New Glasgow, and Amherst, N.S.; Charlottetown, P.E.I.; and to Saint John and Moncton, N.B., in connection with various departmental matters. In June and July his services were utilized as a mediator in connection with a dispute between the Montreal Light, Heat and Power Company and its electricians, helpers, and station tenders. Mr. Quirk's services were utilized during August in mediation work with respect to disputes between the Montreal Shipping Federation and its truckers and checkers, and also in a dispute between the Southern Counties Railway Company and its employees. He also rendered mediation service during the fall months in connection with both of these matters. Reference is made elsewhere in the present report to the assistance which this officer rendered with regard to disputes which had been referred to boards established under the Industrial Disputes Investigation Act.

Mr. E. N. Compton, resident Fair Wages Officer in Toronto, had occasion to make frequent visits to the Welland Canal district in connection with a number of labour questions which arose on the contracts for the construction of the Welland Ship Canal. This part of his work is dealt with in the chapter relating to Fair Wages. His good offices as a conciliator were also utilized in connection with labour disputes which occurred in Toronto and elsewhere in the province.

Mr. Theo. Bertrand's work as resident Fair Wages Officer in Montreal during the year had mainly to do with the preparation of fair wages schedules and disputes as to wages rates paid on certain Government contracts. Assistance was also rendered by him on request in the preparation of a number of industrial agreements. Mr. Bertrand made investigations into nine industrial disputes during the year, involving 144 firms and upwards of 5,000 employees.

III. FAIR WAGES

The fair wages policy of the Government of Canada is based on a resolution of the House of Commons which was adopted at the session of 1900 in the terms following:—

"That it is resolved that all Government contracts should contain such conditions as will prevent abuses which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy and deems it the duty of the Government to take immediate steps to give effect thereto.

"It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds."

The policy outlined in this resolution was accepted at once by the Government and has been adhered to during the years which have since passed. Additional force was given to the Fair Wages Policy in 1903 by the inclusion in the Railway Act of a section requiring the payment of current rates of wages to all workmen engaged in the construction of lines of railway towards which financial aid was granted by the Parliament of Canada. The section of the Railway Act in question reads as follows:—

"(1) In every case in which the Parliament of Canada votes financial aid by way of subsidy or guarantee towards the cost of railway construction, all mechanics, labourers or other persons who perform labour in such construction shall be paid such wages as are generally accepted as current for competent workmen in the district in which the work is being performed; and if there is no current rate in such district, then a fair and reasonable rate.

"(2) In the event of a dispute arising as to what is the current or a fair and reasonable rate, it shall be determined by the Minister, whose decision shall be final."

Contractors were required by Order in Council in 1907 to post fair wages schedules in a conspicuous place on any public works under construction and to keep a record of payments made to the workmen in their employ, such records to be open for inspection by fair wages officers of the Government.

In order that the fair wages conditions inserted in departmental contracts might be made as nearly uniform in terms and administration as possible, the Fair Wages Policy was confirmed in 1922 by Order in Council (see Annual Report, 1922, pages 42-46).

This Order in Council contains two sets of labour conditions marked "A" and "B," respectively. The former is applicable to "all contracts made on behalf of the Government of Canada for the construction or remodelling of public buildings of all kinds, railways, canals, roads, bridges, locks, dry-docks, elevators, harbours, piers, wharves, lighthouses, and other works for the improvement and safety of transportation and navigation, rifle ranges, fortifications and other works of defence, dams, hydraulic works, slides, piers, booms, and other works for facilitating the transmission of timber, and all other works and properties constructed or remodelled for the Government of Canada"; the like conditions are as far as practicable observable also by the departments of government in connection with all agreements involving the grant of Dominion public funds in the form of subsidy, advance, loan or guarantee for any of the purposes mentioned. The conditions marked "B" are observable by the departments concerned in connection with "all contracts for the manufacture and supply to the Government of Canada of fittings for public buildings, harness, saddlery, clothing and other outfit for the military and naval forces, Royal Canadian Mounted Police, letter carriers, and other Government officers and employees, mail bags, letter boxes, and other postal stores, and any other articles and things hereafter designated by the Governor in Council."

As a result of experience gained in the administration of the fair wages policy, as set forth in the Order in Council of June 7, 1922, certain amendments were made to the "A" conditions by Order in Council of April 9, 1924, on recommendation of the Minister of Labour, which, without altering the scope and intent of the policy, are intended to make its purpose clearer and more definite.

In the case of all contracts to which the "A" conditions apply, the department of the Government concerned is required to communicate to the Department of Labour the nature of the proposed contract and the classes of labour likely to be required in its execution. The Labour Department is charged with the preparation of schedules setting forth the rates of wages and hours of labour generally accepted as current, for competent workmen of the various classes

required, in the district in which the work is to be performed. This fair wage schedule is thereupon embodied in the contract. In any cases where the Department of Labour is unable to furnish fair wages schedules for the purpose aforesaid, authority is given for the insertion in the contract of a fair wage clause in the terms following:—

All mechanics, labourers, or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed for the character or class of work in which they are respectively engaged, and if there be no current rates in such district, then fair and reasonable rates, and shall work such hours as are customary in the trade in the district where the work is carried on, or if there be no custom of the trade as respects hours in the district, then fair and reasonable hours, unless for the protection of life and property, or for other cause shown to the satisfaction of the Minister of Labour, longer hours of service are required. The Minister of Labour may at any time and from time to time determine, for the purposes of this contract, what are the current or fair and reasonable rates of wages, and the current or fair and reasonable hours, and may from time to time rescind, revoke, amend or vary any such decision, provided that his determination and any amendment or variation shall not be operative prior to the period of three months immediately preceding the date thereof. Where there are special circumstances which in the judgment of the Minister of Labour make it expedient that he should do so, he may, in the manner and subject to the provisions hereinabove set forth, decide what are the current or fair and reasonable rates of wages for overtime, and what is the proper classification of any work for the purposes of wages and hours. Immediately upon receipt of notice of any decision of the Minister of Labour hereunder the contractor shall adjust the wages and hours and classification of work so as to give effect to such decision. In case the contractor shall fail so to do, or so pay to any employee or employees for any services performed, or for any hours of labour, wages according to the rates fixed therefor by the Minister of Labour, the Minister of Labour may authorize and direct the minister* to pay any such wages at the rates so fixed and to deduct the amount thereof from any moneys owing by the Government to the contractor and any such payment shall for all purposes as between the contractor and the Government be deemed and taken to be payment to the contractor, and the contractor shall be bound in every particular by any such authority, direction and payment as aforesaid. The powers of the Minister of Labour hereunder shall not be exercised as to any employee or employees where it is established to his satisfaction that an agreement in writing exists and is in effect between the contractor and the class of employees to which such employee or employees belong or the authorized representatives of such class of employees fixing rates of wages, overtime conditions and hours of labour.

Since the inception of the Fair Wages Policy in 1900, fair wages officers have been employed by the Department of Labour to prepare fair wages schedules as required and to assist in the adjustment of complaints and disputes arising from time to time as in the proper rates observable under the terms of Government contracts.

During the year 1926-7 the Department of Labour prepared fair wages conditions in connection with the execution of sixty-nine contracts. These were divided among the different departments of the Government as follows: Railways and Canals, 6; Marine and Fisheries, 2; National Defence, 1; Indian Affairs, 4; and Public Works, 56.

WORKS FOR WHICH FAIR WAGES CONDITIONS PREPARED

The following tables give particulars regarding fair wages conditions prepared in the Department of Labour during the fiscal year 1926-7:—

* The term "minister" in this case refers to the minister of the department with which the contract is made.

PARTICULARS OF CONTRACTS FOR WHICH FAIR WAGES CONDITIONS WERE PREPARED DURING THE FISCAL YEAR 1926-27.

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
DEPARTMENT OF RAILWAYS AND CANALS				
Construction and erection of superstructure of vertical lift bridge over canal at C.N. Ry. crossing, Wabash Division.	Welland Ship Canal, Ont.	June 1, 1926.	\$328,685 (approximate)....	Vol. XXVI Page 908
Construction of Section 4B.	Welland Ship Canal, Ont.	June 7, 1926.	\$647,390 (approximate)....	XXVI 823
Dredging portion of harbour.	Port Dalhousie Harbour, Welland Canal, Ont.	June 7, 1926.	\$11,250 (approximate)....	XXVI 1239
Rebuilding portion of masonry wall on canal at Cornwall Bridge.	Cornwall Canal, Ont.	Nov. 11, 1926.	Schedule rates.....	XXVII 101
Construction and erection of wooden conveyor galleries and installation of equipment, including all machinery, fixtures and appliances for Sheds 23 and 24.	Halifax, N.S.	Sept. 7, 1926.	\$148,000.....	XXVI 1019
Moving bridge at Main St., Welland, south to Bald St., for temporary use.	Welland Canal, Welland, Ont.	Jan. 8, 1927.	\$8,000.....	XXVII 311
DEPARTMENT OF MARINE AND FISHERIES				
Erection of wooden dwelling and lighthouse.....	Three Top Island, Guysboro, Co., N.S.	Mar. 9, 1927....	Contract not yet awarded.	
Erection of wooden dwelling and lighthouse.....	Gouin Island, Cape Breton, N.S.	Mar. 10, 1927....	Contract not yet awarded.	
DEPARTMENT OF NATIONAL DEFENCE				
Construction of magazine buildings.....	Bedford Basin, near Dartmouth, N.S.	May 26, 1926....	\$57,900.....	
DEPARTMENT OF INDIAN AFFAIRS				
Erection of residential school.....	Union Lake Reserve, Sask.	April 6, 1926....	Contract not yet awarded.	
Construction of a sewerage system.....	Village of Odanak, Abenakis Indian Reserve, near Pierreville, P.Q.	May 31, 1926....	\$2,490.....	
Construction of small hospital.....	Six Nations Indian Reserve, near Brantford, Ont.	Jan. 12, 1927....	Contract not yet awarded.	
Erection of Indian residential school.....	Lytton, B.C.	Mar. 15, 1927....	Contract not yet awarded.	

DEPARTMENT OF PUBLIC WORKS

		April 1, 1926		XXVI	1237
Supplying and erecting a travelling crane for new dry dock.	Esquimalt, B.C.	April 1, 1926	\$164,417.40	XXVI	1237
Wharf repairs and erection of new float.	Sturdie's Bay, Galiano Island, B.C.	April 30, 1926	Tenders not yet called.	XXVI	1019
Reconstruction of river breakwater, 1,087 ft.	Goderich, Ont.	May 4, 1926	Approx. \$36,328.43.	XXVI	1238
Reconstruction of outer end of east pier.	Port Burwell, Ont.	May 4, 1926	Approx. \$24,322.84.	XXVI	1237
Construction of wooden freight shed on Government wharf.	Cap de la Madeleine, P.Q.	May 28, 1926	\$8,900.	XXVI	1237
Reconstruction of 115 ft. of the south pier.	Burlington Channel, Wentworth, Co., Ont.	June 14, 1926	Contract not awarded.	XXVI	1019
Construction of 500 ft. of north pier.	Goderich, Ont.	June 7, 1926	\$17,368.68 (Approx.)	XXVI	1239
Repairs to western breakwater.	Port Colborne, Ont.	June 15, 1926	Contract not awarded.	XXVI	1239
Reconstruction of outer block of wharf.	West Point, Prince Co., P.E.I.	June 14, 1926	\$6,699.	XXVI	1239
Reconstruction of north breakwater.	Mimimash Harbour, P.E.I.	June 14, 1926	\$8,585 (Approx.)	XXVI	1239
Wharf repairs.	Cap l'Aigle, P.Q.	June 24, 1926	\$10,391.60.	XXVI	1239
Reconstruction of part of high level wharf.	Sorel, P.Q.	July 2, 1926	Contract not yet awarded.	XXVI	1239
Reconstruction of wharf in concrete.	Beloeil, P.Q.	July 2, 1926	Contract not yet awarded.	XXVI	1239
Reconstruction of wharf.	St. Gedeon, P.Q.	July 8, 1926	\$12,799.50 (Approx.)	XXVI	1239
Repairs to wharf.	Chicoutimi Basin, P.Q.	July 6, 1926	\$4,998 (Approx.)	XXVI	1239
Repairs to wharf.	Grosse Isle, Montmagny Co., P.Q.	July 13, 1926	\$6,098.50.	XXVI	1239
Construction of pile breakwater at Thunder Bay Paper Company's plant.	Port Arthur, Ont.	Aug. 9, 1926	\$27,676.73.	XXVI	1238
Erection of fence around dry dock and naval barracks.	Esquimalt, B.C.	Nov. 15, 1926	\$12,466.	XXVI	1238
Repairs to 200 ft. of west pier.	Port Maitland, Ont.	Nov. 15, 1926	Contract not yet awarded.	XXVI	1238
Repairs to wharf.	Nootka, B.C.	Dec. 9, 1926	\$4,952.31.	XXVI	1238
Construction of dyke.	Anneville Bar, Fraser River, B.C.	Dec. 9, 1926	\$50,218.54.	XXVI	1238
Construction of Section 4.	Steveston North Jetty, Fraser River, B.C.	Dec. 16, 1926	\$31,505.09.	XXVI	1238
Construction of addition to public building.	Chicoutimi, P.Q.	Dec. 16, 1926	\$21,500.	XXVI	1238
Reconstruction of portion of C. N. R. wharf.	Charlottetown, P.E.I.	Feb. 14, 1927	Contract not awarded.	XXVI	1238
Reconstruction in concrete of crib protection wall.	St. Lambert, P.Q.	Feb. 18, 1927	\$12,455.60.	XXVI	1238
Construction of North Dykes Nos. 2 and 3.	Steveston, Fraser River, B.C.	Feb. 28, 1927	\$12,621.56.	XXVI	1238
Erection of boat house, torpedo depot and boat slip for naval dockyard.	Esquimalt, B.C.	April 17, 1926	\$52,717.	XXVI	1238
Construction of a wharf.	Kenora, Ont.	Feb. 19, 1927	\$9,928.	XXVI	1238
Additions and alterations to public building.	Kenora, Ont.	Feb. 21, 1927	\$13,400.	XXVI	1238
Construction of frost-proof warehouse at the railway wharf.	Georgetown, P.E.I.	Feb. 22, 1927	Contract not yet awarded.	XXVI	1238
Construction of wharf.	Tow Hill, Queen Charlotte Islands, B.C.	Mar. 11, 1927	Contract not awarded.	XXVI	1238
Repairs to harbour works along east side of basin.	Port Elgin, Ont.	Feb. 26, 1927	\$3,738.96.	XXVI	1238
Erection of Customs and Excise Office Bldg. at the Quarantine Station.	William Head, B.C.	Mar. 10, 1927	\$13,785.	XXVI	1238
Construction of wharf and dredging.	Powell River, B.C.	Feb. 28, 1927	\$9,350.12.	XXVI	1238
Construction of breakwater.	King's Bay, Lunenburg-Queens, N.S.	Mar. 4, 1927	By day labour.	XXVI	1238
Repairs and construction of pile bent and timber decking extension to wharf.	Roberts Creek, B.C.	Mar. 8, 1927	Contract not awarded.	XXVI	1238
Construction of addition to post office.	Drummondville, P.Q.	Mar. 12, 1927	Tenders not yet called.	XXVI	1238
Construction of a wharf.	Bradore Bay, P.Q.	Mar. 8, 1927	Contract not awarded.	XXVI	1238
Construction of wharf.	Rivière Ouelle, P.Q.	Mar. 17, 1927	\$4,245.	XXVI	1238

PARTICULARS OF CONTRACTS FOR WHICH FAIR WAGES CONDITIONS WERE PREPARED DURING THE FISCAL YEAR 1926-27.—*Con.*DEPARTMENT OF PUBLIC WORKS—*Concluded*

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
Repairing, reconditioning and erecting a 100 ton electrically operated derrick.	Songhees Dry Dock, Esquimalt, B.C.	Mar. 21, 1927....	Contract not yet awarded.	Vol. Page
Reconstruction of outer 365 ft. of wharf and construction of freight sheds at railway wharf.	Summerside, P.E.I.	Mar. 18, 1927....	\$57,736.52.....	
Reconstruction of Pontbriand wharf.	St. Godfroy, P.Q.	Mar. 17, 1927....	Contract not awarded.	
Reconstruction of extension to breakwater.	Sorel, P.Q.	Mar. 21, 1927....	Tenders not yet called.	
Reconstruction of extension to breakwater.	St. Simeon, River Noire, P.Q.	Mar. 25, 1927....	Contract not yet awarded.	
Reconstruction of Esplanade wharf.	Cobourg, Ont.	Mar. 25, 1927....	Contract not awarded.	
Erection of public building.	Bate St. Paul, P.Q.	Mar. 25, 1927....	Tenders not yet called.	
Construction of shelter shed at Quarantine Station.	Grosse Isle, P.Q.	Mar. 25, 1927....	Tenders not yet called.	
Alterations and additions to Governor General's quarters.	Quebec Citadel, P.Q.	Mar. 28, 1927....	Tenders not yet called.	
Alterations and repairs to Savard Park.	Quebec, P.Q.	Mar. 28, 1927....	Tenders not yet called.	
Erection of public building.	Kensington, P.E.I.	Mar. 24, 1927....	Tenders not yet called.	
Improvements to Customs house.	Saint John, N.B.	Mar. 26, 1927....	Contract not yet awarded.	
Improvements to post office.	Saint John, N.B.	Mar. 26, 1927....	Tenders not yet called.	
Construction of a wharf.	New-Port, Gaspe Co., P.Q.	Mar. 26, 1927....	Contract not awarded.	
Construction of a breakwater.	Petit Cap, Gaspe Co., P.Q.	Mar. 26, 1927....	Contract not awarded.	
Construction of rubble mound checkwater and extension to breakwater and repairs to existing rubble mound wall.	Port Burwell, Ont.	Mar. 31, 1927....	Tenders not yet called.	
Construction of a wharf.	Cap Rouge, P.Q.	Mar. 31, 1927....	Contract not yet awarded.	

TABLE showing, by provinces, the Fair Wages Conditions prepared, 1926-7

Department of Government	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Mani- toab	Sas- katche- wan	Alberta	British Columbia	Total
Railways and Canals.....		1			5					6
Marine and Fisheries.....		2								2
National Defence.....		1								1
Indian Affairs.....				1	1		1		1	4
Public Works.....	6	1	2	22	12				13	56
Total.....	6	5	2	23	18		1		14	69

POST OFFICE CONTRACTS.—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1926-7.

Nature of Order	Amount of Order	
	\$	cts.
Making metal dating stamp and type, also other hand stamps and brass crown seals.....	709	41
Making and repairing rubber stamps, daters, etc.....	224	24
Making up and supplying letter carriers' uniforms, etc.....	3,633	16
Stamping pads, ink, etc.....	212	09
Mail bag fittings.....	8,930	45
Scales.....	1,059	75
Repairs to letter boxes, etc.....	48	35
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	878	21
Making and repairing rubber stamps, daters, etc.....	203	46
Making up and supplying letter carriers' uniforms, etc.....	3,659	66
Stamping pads, ink, etc.....	83	14
Mail bag fittings.....	7,396	57
Scales.....	593	50
Repairs to letter boxes, etc.....	19	25
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	699	48
Making and repairing rubber stamps, daters, etc.....	231	14
Making up and supplying letter carriers' uniforms, etc.....	328	29
Stamping pads, ink, etc.....	142	38
Mail bag fittings.....	24,070	06
Scales.....	294	75
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	909	23
Making and repairing rubber stamps, daters, etc.....	206	36
Making up and supplying letter carriers' uniforms, etc.....	9,849	26
Stamping pads, ink, etc.....	58	09
Mail bag fittings.....	11,739	36
Scales.....	230	00
Repairs, etc.....	57	55
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	996	23
Making and repairing rubber stamps, daters, etc.....	130	09
Making up and supplying letter carriers' uniforms, etc.....	11,138	46
Stamping pads, ink, etc.....	759	97
Mail bag fittings.....	1,155	00
Scales.....	227	70
Repairs, etc.....	113	65
Letter boxes, etc.....	1,317	19
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	777	60
Making and repairing rubber stamps, daters, etc.....	89	22
Making up and supplying letter carriers' uniforms, etc.....	25,266	48
Stamping pads, ink, etc.....	385	24
Scales.....	751	75
Repairs, etc.....	34	55
Letter boxes, etc.....	450	85
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	433	39
Making and repairing rubber stamps, daters, etc.....	63	78
Making up and supplying letter carriers' uniforms, etc.....	10,974	40
Stamping pads, ink, etc.....	250	97
Scales.....	771	45
Repairs, etc.....	23	60
Letter boxes, etc.....	2,515	29
Bag fittings.....	6,780	37
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	4,110	51

POST OFFICE CONTRACTS.—List of supplies furnished the Post Office Department
—*Concluded*

Nature of Order	Amount of Order
	\$ cts.
Making and repairing rubber stamps, daters, etc.....	135 05
Making up and supplying letter carriers' uniforms, etc.....	12,012 37
Stamping pads, ink, etc.....	307 25
Scales.....	236 25
Letter boxes, etc.....	4,555 00
Bag fittings.....	33,047 38
Cotton duck for mail bags.....	66,812 05
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	500 51
Making and repairing rubber stamps, daters, etc.....	231 40
Making up and supplying letter carriers' uniforms, etc.....	12,271 73
Stamping pads, ink, etc.....	340 47
Letter boxes, etc.....	609 21
Bag fittings.....	26,775 48
Cotton duck for mail bags.....	28,893 17
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	2,925 67
Making and repairing rubber stamps, daters, etc.....	243 85
Making and supplying letter carriers' uniforms, etc.....	11,384 24
Stamping pads, ink, etc.....	338 42
Bag fittings.....	6,134 78
Cotton duck for mail bags.....	22,606 06
Scales.....	87 10
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	794 15
Making and repairing rubber stamps, daters, etc.....	137 44
Making up and supplying letter carriers' uniforms, etc.....	12,970 04
Stamping pads, ink, etc.....	326 89
Bag fittings.....	1,028 15
Cotton duck for mail bags.....	443 72
Scales.....	519 80
Letter carriers' satchels.....	380 25
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	842 61
Making and repairing rubber stamps, daters, etc.....	205 24
Making up and supplying letter carriers' uniforms, etc.....	34,376 14
Stamping pads, ink, etc.....	58 97
Bag fittings.....	1,565 00
Cotton duck for mail bags.....	5,443 72
Scales.....	630 90
Letter carriers' satchels.....	2,037 57
Total.....	438,192 96

TABLE OF FAIR WAGE COMPLAINTS ON GOVERNMENT WORKS AND DISPOSITION THEREOF DURING THE FISCAL YEAR
ENDING MARCH 31, 1927

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
Dec. 10, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged non-payment of current wage rate to workman employed as rigger by contractors on Section 3.	Investigation by a Fair Wages Officer of the Department of Labour showed that man's duties were those of a rigger's helper and that complaint was therefore unjustified.
April 27, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged non-payment of proper wage rate to workman employed as watchman and fireman by sub-contractors on Section 8.	Investigation by a Fair Wages Officer of the Department of Labour showed that complaint was not justified.
June 12, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged that workmen performing duties of conductors on construction trains were only receiving brakemen's rate from sub-contractors on Sections 3 and 4.	Investigation was made by a Fair Wages Officer of the Department of Labour and complaint found to be justified. The Minister of Labour accordingly notified all the contractors on the canal construction that conductor's rate should be paid to all men in charge of construction trains.
Apr. 19, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged that workman employed as a machinist by contractors for Sections 3 and 4 was not receiving proper wage rate.	Investigation by a Fair Wages Officer of the Department of Labour showed that workman had first been engaged as a machinist's helper and then given a try-out as a machinist at a lower rate; the test being satisfactory, the Fair Wages Officer was informed that the man would in future be paid the machinist's rate.
Apr. 19, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged that workman employed as machinist's helper by contractors for Sections 3 and 4 was not receiving current wages rate.	Investigation by a Fair Wages Officer of the Department of Labour showed that workman's duties were those of a labourer only and therefore that complaint was unjustified.
Nov. 13, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged that workman employed as carpenter's helper by sub-contractors on Section 6 was not receiving current wages rate nor payment for overtime.	Investigation by a Fair Wages Officer of the Department of Labour showed the complaint was justified and a settlement of claim was made by the sub-contractors.
Nov. 13, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged non-payment of overtime to carpenter employed by sub-contractors on Section 6.	Investigation by a Fair Wages Officer of the Department of Labour resulted in this claim being paid.
Sept. 21, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged non-payment of current rate to workman employed as switchman by contractors on Sections 1 and 2.	Investigation by a Fair Wages Officer of the Department of Labour showed that work performed was that of a watchman and that, therefore, claim was not justified.
Jan. 29, 1927	Welland Ship Canal.....	Railways and Canals.	Alleged that workman employed as carpenter's helper by contractors on Sections 1 and 2 had not received current wages rate nor payment for overtime.	Investigation by a Fair Wages Officer of the Department of Labour resulted in claim being settled by contractors.
June 21, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged that workman employed as carpenter's helper by sub-contractors on Section 7 had not received current wages rate.	Investigation made by a Fair Wages Officer of the Department of Labour resulted in claim being paid by sub-contractors.
Oct. 20, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged that workman employed as carpenter's helper by sub-contractors on Section 7 had not received current wages rate.	Investigation by a Fair Wages Officer of the Department of Labour showed claim to be unjustified.
Apr. 19, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged that fair wages schedule was not posted on certain contracts.	A Fair Wages Officer of the Department of Labour visited the contracts in question and posted schedules at ten different points.
May 10, 1926	Welland Ship Canal.....	Railways and Canals.	Alleged that linemen were not receiving current wages rate.	Investigation by a Fair Wages Officer of the Department of Labour resulted in a ruling by the Minister of Labour fixing a rate of 60c. an hour for this class of service, instead of 55c. which had been in effect since 1925. This ruling was made under authority of the Fair Wages Conditions of the contracts for the several sections of the canal under construction. The revised rate was put into effect accordingly.
July 6, 1926	Welland Ship Canal.....	Railways and Canals.	Request for institution of a 10-hour day for carpenters by sub-contracting firm.	Request not sanctioned in view of the working hours for this trade generally current in the district being 8 hours.

TABLE OF FAIR WAGE COMPLAINTS ON GOVERNMENT WORKS AND DISPOSITION THEREOF DURING THE FISCAL YEAR
ENDING MARCH 31, 1927—*Concluded*

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
Sept. 27, 1926	Welland Ship Canal.....	Railways and Canals.	Claim for overtime payment for work performed by hoisting engineers during noon hour.	Investigation by Fair Wages Officer of Department of Labour showed that work was occasionally done during the noon hour but it had never been the custom to pay overtime on this account. In such cases the employees were sometimes allowed to leave earlier in the afternoon. The contractor in any case was paying 11 hours pay for a 10-hour day. The claim was therefore not allowed.
Mar. 21, 1927	Welland Ship Canal.....	Railways and Canals.	Claim that gasoline locomotive engineers should receive same rate of pay as steam locomotive engineers.	Investigation was made into this matter by a Fair Wages Officer of the Department of Labour, and, after consideration of his report, the Minister of Labour communicated with the various contractors, asking that instructions be given to apply the same rate of pay to workmen employed in the operation of gasoline locomotives as is paid to steam locomotive engineers.
July 22, 1925 and Oct. 21, 1926	Halifax, N. S..... Grain Elevator	Trade and Commerce	Alleged non-observance of current working hours of carpenters.	The working hours of carpenters employed on this work were 10 hours a day and a request was made for the payment of time and one half for the ninth and tenth hours. Investigation by an officer of the Department of Labour showed that there was no established practice of the trade in Halifax which would warrant the enforcement of punitive rates beyond the 8-hour day. Later, this complaint as to working hours was renewed in connection with a contract for additions to the elevator and the working hours of mechanics were fixed at 8 hours, with time and one-half for overtime.
Mar. 8, 1925	Halifax, N. S..... Grain Elevator.	Trade and Commerce	Alleged non-payment of current wages rate to labourers. (Reference to this complaint omitted from last Annual Report.)	Investigation by a Fair Wages Officer of the Department of Labour showed that the current rate of wages of labourers in Halifax was 35c. an hour. By direction of the Minister the rate of labourers on this work was accordingly raised from 30c. to 35c. per hour. Notice establishing the new rate was posted by the contractors on the work on July 18, 1925, and payment was made of the difference due to a number of workmen.
Feb. 13, 1926	Montreal, P. Q..... Fridge Contract, Harbour Com'rs.	Marine and Fisheries.	Alleged that current wage rate was not being paid to carpenters employed on the bridge construction.	On the resumption of operations in the spring of 1926, the wage rate paid to carpenters on the northern section of the bridge was increased to 65c., following an investigation by a Fair Wages Officer of the Department of Labour. Later in the year the current wage rate of carpenters was raised by agreement to 75c. This latter rate was not introduced at once on the bridge contract, but, following correspondence exchanged with the Minister of Labour, it was put into effect when the work reopened in the spring of 1927.

IV. STATISTICS

Statistical and other information relating to labour conditions has been collected and published by the Department of Labour since its establishment in 1900 as required by statute (Conciliation and Labour Act, chapter 96, Revised Statutes, 1906, section 12). In accordance with the "Statistics Act, 1918," and under arrangements with the Dominion Statistician, statistics are collected and published in co-operation with the Dominion Statistician, in close association with statistics of general social and economic conditions as organized in the Dominion Bureau of Statistics.

An important feature of this arrangement is the use by the department of the classification of industries and occupations drawn up in the bureau and followed by various departments of the Federal Government Service in the compilation and publication of records and statistics.

The present chapter contains information as to strikes and lockouts, wages and hours, prices and cost of living, and as to fatal industrial accidents. Information as to employment, labour organization, and other subjects will be found in other chapters.

STRIKES AND LOCKOUTS

The departmental record of strikes and lockouts in Canada was begun on the establishment of the department toward the end of 1900 and particulars of industrial disputes have been given each month in the *Labour Gazette*, the official monthly publication of the department; also in an early issue each year a summary statement of the previous calendar year is printed in the *Labour Gazette*, with a statistical analysis. The figures are given for the calendar year rather than the fiscal year, because in this form they are more easily comparable with statistics on the same subject gathered in other countries, which also as a rule use the calendar year.

A special report on strikes and lockouts was issued in 1913 giving detailed information and statistical analysis for the period 1901 to 1912, and in 1918 another was issued giving summary tables for the period 1901 to 1916 and detailed information for the period 1911 to 1916. A report covering the whole period back to 1901 is now in course of preparation in view of the fact that the above reports have been for some time out of print. As the classification of industries and occupations was altered in 1918 and again in 1922, and as certain other changes in methods of compilation and analysis have been made, the record for the entire period is being revised in order to secure, so far as is possible, completeness and comparability of the figures for the entire record.

The record of the department includes all strikes and lockouts of which information becomes available to the department and the methods taken to secure information are such as to practically preclude omissions of a serious nature. As a lockout, or an industrial condition which is undoubtedly a lockout, is rarely encountered, strikes and lockouts are recorded together in the statistical tables, and the term "dispute" or "industrial dispute" is frequently used. So far as concerns figures given with respect to duration of strikes, numbers of employees concerned, etc., it is impossible always to secure exact information, but the estimate made in such cases is the result of painstaking methods in the collection of data, and, with increasing experience in dealing with the subject, it is believed that the statistics indicate the conditions with reasonable precision.

A strike or lockout, included as such in the records of the department, is a cessation of work involving six or more employees, and lasting at least one working day. Disputes of less than one day's duration and disputes involving less than six employees were not until 1924 included in the published record, but a separate record of such disputes was maintained in the department.

Since 1924, however, any disputes involving a time loss of ten working days or more have been included in the published record. In 1926 the separate record of disputes causing less than ten days' time loss included only one—involving three employees for one-half day, and resulting in a time loss of one and one-half working days.

The department secures information as to the occurrence of a strike or lockout through newspapers, from correspondents of the *Labour Gazette* in over sixty industrial centres throughout the Dominion, from its officers in touch with disputes and negotiations and from labour organizations and employers concerned. As soon as a strike or lockout is reported, report forms are sent to the representatives of the employers and of the employees involved in the dispute, calling for details as to dates, numbers involved, causes, negotiations, terms of settlement, etc. From these reports and any other information secured the statistics are compiled, as well as statements for publication in the *Labour Gazette* and in other reports. It is very unusual for either party to a strike or lockout to neglect or refuse to make out and forward to the department the desired report, all parties apparently recognizing the importance of the publication of complete and accurate information. If the dispute is of more than one month's duration, a progress report is secured at the end of each month or more frequently. Supplementary reports are secured through officers of the department and correspondents of the *Labour Gazette*, especially when conflicting information is furnished by the various parties to the dispute.

An analysis of the statistics shows that, out of the seventy-seven disputes in existence during the year, all but five involved less than one thousand employees and only fourteen involved over two hundred and fifty employees. Over thirty of the disputes lasted less than five days and only seventeen over thirty days. One dispute caused over 50,000 days' time loss, namely, that of boot factory employees at Quebec. Two disputes caused over 25,000 days' time loss and less than 50,000, namely, that of lumber workers in the vicinity of Port Arthur, Ont., and that of men's clothing factory workers at Montreal, P.Q. The province having the largest number of disputes was Ontario, namely, twenty-two, but these caused only nineteen per cent of the time loss for the year. The province of Quebec had eighteen disputes and these caused 61.5 per cent of the time loss for the year. The results of the disputes were that twenty-five out of the seventy-seven disputes terminated in favour of employees, twenty-three in favour of employers, nineteen ended in compromises or were partially successful, and ten were unternminated at the end of the year or lapsed without a definite result. Out of 24,142 employees involved in disputes during the year, 5,556 were successful, 14,736 were unsuccessful, and 3,347 were partially successful. An analysis by causes shows that thirty-five of the disputes were due to demands for increases in wages, in some cases with other changes, and that twenty-seven were connected with some question of union organization, sixteen of these being to secure or maintain union wages and working conditions.

The accompanying tables afford summary statistics as to the strikes and lockouts for the calendar year 1926 and preceding years, the first table showing the number of disputes, the numbers of employees and employers involved and the time loss in working days back to 1901, and the total for the period, the other table giving similar data by months back to 1921.

It will be observed that the year 1926 was marked by less disturbance from strikes and lockouts than any year since 1916, the number of disputes and numbers of employees involved being about the same as in each year from 1923 to 1925, but the time loss in man working days, less than 300,000, was the lowest figure since 1916, and less than in any year since 1900, except 1902, 1904, 1905, 1915, and 1916. The notable feature of the year 1926 was the relatively small amount of time loss due to strikes or lockouts in coal mines, in contrast with

conditions from 1922 to 1925 inclusive, a period marked by not only a large number of disputes in coal mines but by a series of disputes involving large numbers of miners for long periods of time.

The chief disputes during 1926 occurred in establishments manufacturing clothing and boots and shoes, nearly two-thirds of the time loss for the year appearing in these two industrial groups. There was also a substantial amount of time loss in logging and in mining. The most important disputes during the year were those of boot factory employees at Quebec from May to September, involving 3,000 employees and causing a time loss of 88,677 working days; men's clothing factory workers at Montreal, involving 5,000 employees from July 26 to the end of the year, most of them having secured their demands and resumed work in a few weeks; lumber workers in the district about Port Arthur, Ont., involving 700 employees and causing a time loss of 30,400 working days. In coal mining there were twenty disputes, some involving large numbers of miners, but these lasted only a few days and so did not cause very much time loss.

RECORD OF STRIKES AND LOCKOUTS BY YEARS

Year	Number of disputes		Disputes in existence in the year		
	In existence in the year	Beginning in the year	Employers involved	Employees involved	Time loss in working days
1901.....	104	104	273	28,086	632,311
1902.....	121	121	420	12,264	120,940
1903.....	146	146	927	50,041	1,226,500
1904.....	99	99	575	16,482	265,004
1905.....	89	88	437	16,223	217,244
1906.....	141	141	1,015	26,050	359,797
1907.....	149	144	825	36,224	621,962
1908.....	68	65	175	25,293	708,285
1909.....	69	69	397	17,332	871,845
1910.....	84	82	1,335	21,280	718,635
1911.....	99	96	475	30,094	2,046,650
1912.....	150	148	989	40,511	1,099,208
1913.....	113	106	1,015	39,536	1,287,678
1914.....	44	40	205	8,678	430,054
1915.....	43	38	96	9,140	106,149
1916.....	75	74	271	21,157	208,277
1917.....	148	141	714	48,329	1,134,970
1918.....	196	191	766	68,489	763,341
1919.....	298	290	1,913	138,988	3,942,189
1920.....	285	272	1,273	52,150	886,754
1921.....	145	138	907	22,930	956,461
1922.....	85	70	569	41,050	1,975,276
1923.....	91	77	419	32,868	768,494
1924.....	73	63	415	32,494	1,770,825
1925.....	83	81	510	25,796	1,743,996
1926.....	77	73	598	24,142	296,811
Total.....	3,075*	2,957*	17,514*	885,627*	25,159,656

* In these totals figures for disputes extending over the end of a year are counted more than once.

DEPARTMENT OF LABOUR

STRIKES AND LOCKOUTS, 1921, 1922, 1923, 1924, 1925 AND 1926, BY MONTHS

Month	Disputes in existence						Number of employees affected						Time loss in working days					
	1921	1922	1923	1924	1925	1926	1921	1922	1923	1924	1925	1926	1921	1922	1923	1924	1925	1926
January.....	23	22	18	13	12	11	1,765	3,435	2,852	14,294	731	823	30,646	68,474	53,966	209,834	5,526	9,769
February....	31	24	20	17	14	10	2,906	3,200	3,950	12,933	3,066	2,450	36,361	62,955	46,030	197,083	27,013	21,730
March.....	32	20	19	13	15	14	3,468	2,569	1,533	827	11,891	1,032	55,502	62,737	33,229	11,087	249,400	14,269
April.....	29	26	27	16	13	14	4,453	13,086	2,561	8,667	12,149	924	63,450	272,946	34,972	199,968	297,949	8,773
May.....	56	31	39	14	19	15	9,323	13,433	4,767	7,955	13,240	4,018	175,889	279,857	53,891	202,710	307,229	59,591
June.....	50	25	28	26	23	15	10,239	11,093	6,268	12,296	14,761	2,881	188,020	263,402	42,406	214,790	320,594	35,769
July.....	41	21	23	19	21	18	9,413	15,553	18,095	8,701	13,458	10,891	92,891	255,734	307,433	210,736	331,976	49,058
August.....	31	25	20	16	20	14	3,442	25,364	3,651	9,472	13,430	4,326	73,273	450,692	30,721	206,118	112,524	34,800
September...	26	23	18	9	14	14	3,948	17,736	1,729	7,687	1,297	2,347	59,849	99,732	30,773	183,723	20,553	20,922
October.....	17	18	16	7	8	12	1,897	3,240	2,322	8,023	705	2,561	46,036	54,758	50,402	127,763	12,142	27,873
November...	18	14	15	3	11	13	3,354	2,036	2,237	353	3,925	1,133	73,149	48,023	55,978	5,148	38,187	9,892
December...	18	15	13	3	9	10	3,759	2,950	2,446	125	1,532	198	61,365	55,986	28,693	1,865	20,903	4,365
Year.....	145*	83*	91*	73*	83*	77*	22,930*	41,050*	32,808*	32,494*	25,796*	24,142*	956,461	1,975,276	768,494	1,770,825	1,743,996	296,811

*These figures relate only to the actual number of disputes in existence and the employees involved during the year, not being a summation in each case of the monthly figures.

The record does not include disputes as to which information has been received indicating that employment conditions are no longer affected, although the unions or organizations concerned have not yet declared them terminated. Information is available as to the following disputes of this nature: Metal polishers, Sackville, N.B., March 15, 1921; moulders at Galt, Ont., August 2, 1922; cigarmakers at Montreal, March 24, 1925; hat and cap makers, Toronto, June 16, 1925; tailors, Toronto, November 16, 1925; moulders, Guelph, June 2, 1924; moulders, Owen Sound, January 19, 1925; moulders, Sarnia, March 3, 1925; upholsterers, Montreal, June 23, 1925. All but the first three, however, lapsed during 1926.

The accompanying chart of the time loss in working days by groups of industries for each year back to 1901 shows that in mining considerable time loss occurred in 1903, 1909, 1910, 1911 and 1913, and again in 1917, 1919, 1922, 1923 and 1924, with very little time loss for 1926. In metal trades no great time loss appeared except in 1919, when the strikes in the metal trades in various cities and the general strike in Winnipeg in sympathy with the metal trades' strike there, caused a time loss of about two million days. In 1918, 1920 and 1923, however, the time losses (in these trades) were larger than in other years. In building and construction considerable time loss appeared in 1903, 1907, 1911 and 1919. In transportation there was considerable time loss only in 1901, due to a strike of trackmen, in 1908, due to a strike of railway shop machinists, and in 1918 and 1919 due to numbers of strikes in street railway operation, as well as among freight handlers, in local transportation, cartage, etc. The item "other industries" for 1926 included a comparatively large time loss in boot and shoe manufacturing.

From the chart showing results of the disputes it appears that the majority of employees were successful or substantially successful in 1905, 1906, 1915, 1917 and 1918, periods of steadily rising prices and expanding business, but were unsuccessful in 1908, 1919, and 1920, years of uncertainty in industry.

The following notes deal with the chief features in strikes and lockouts during the year 1926.

LOGGING

The four disputes in the logging industry involved 1,250 employees, causing a time loss of 32,230 working days. All these disputes were to secure increases in wages and all but one were partially or substantially successful. The principal dispute was one in the vicinity of Port Arthur, Ont., involving 26 employers and about 700 employees, between September 16 and November 8, causing a time loss of 30,400 days. This dispute was to secure increases in wages and better working conditions, and from time to time various employers agreed to increase the wages but not always to the amount demanded, namely, \$60 per month.

MINING

All disputes in the industry occurred in coal mines, being 20 in number, involving 8,895 employees and causing a time loss of 30,135 days. Only two of the disputes involved a large number of men and only one of the disputes lasted more than a few days. A number of these were strikes in Nova Scotia to prevent the employment of miners who were not members of the United Mine Workers of America, which had an agreement with the employers, or of miners who were members of another organization. These were substantially successful. The only dispute lasting more than a few days was that involving coal miners in the neighbourhood of Edmonton, Alta., lasting from July 1 to the end of August, the miners demanding an increase in wages and the recognition of their union. The employers refused the latter demand on the ground that this union had become affiliated with a new organization, and also refused the wage increase. Shortly afterwards some of the mine operators settled with their employees on the basis of the same wages and working conditions as before the

strike, without recognition of the union, and later employees returned to the other mines under similar conditions.

MANUFACTURING

Most of the disputes in this industry occurred in establishments connected with the manufacturing of men's clothing, furs and boots. Nearly all of these disputes were to maintain union conditions, to secure union wage scales and working conditions, or to secure union agreements and recognition of the union. The most important of these disputes was in Montreal, where the Amalgamated Clothing Workers called out on strike at the end of July all the workers under its jurisdiction, in order to maintain the wages and working conditions provided for in agreements already in force and to secure agreements in other establishments. A number of employers were reported to be violating the terms of the agreements, especially by sending out work to non-union contract shops. As a result of the dispute the majority of the establishments entered into agreements with the union within a short time, and from time to time before the end of the year other establishments followed; at the end of the year it was reported that there were only two employers having a dispute with the union. During the year both at Montreal and Toronto there were a number of strikes against violations of agreements in men's clothing factories. There were disputes involving two women's clothing factories and disputes involving corset makers, cap makers, millinery workers, and embroidery workers.

There were also a number of disputes, involving a relatively small number of employees for a few days, in saw mills, sash and door factories, printing establishments, foundries, etc. One of these involved 40 pressmen and bookbinders in an alleged lockout, the employer having made an agreement with another organization to employ only its members, dismissing those employees who would not join it. The unions to which the dismissed employees belonged did not call off the dispute until the middle of September.

A dispute involving moulders in Vancouver and New Westminster, B.C., lasted from April to August, the employees demanding an increase in wages from \$5.70 per day to \$7. Through the mediation of the Conciliation Officer of the Department of Labour a compromise was reached at \$6 per day.

CONSTRUCTION

The most important disputes in this industry occurred at Vancouver, carpenters attempting to secure a 5 day week instead of a 5½ day week of 44 hours. Employees in certain other building trades went on strike in sympathy with the carpenters. Through the mediation of the Conciliation Officer of the Department of Labour a compromise was reached, the carpenters receiving an increase of 50 cents per day, the 44 hour week to be continued. Painters in Vancouver also went on strike for an increase in wages of \$1 per day and for the employment of union members only. Through the mediation of the Conciliation Officer of the Department of Labour some of the employers granted these demands, but others refused and replaced the strikers.

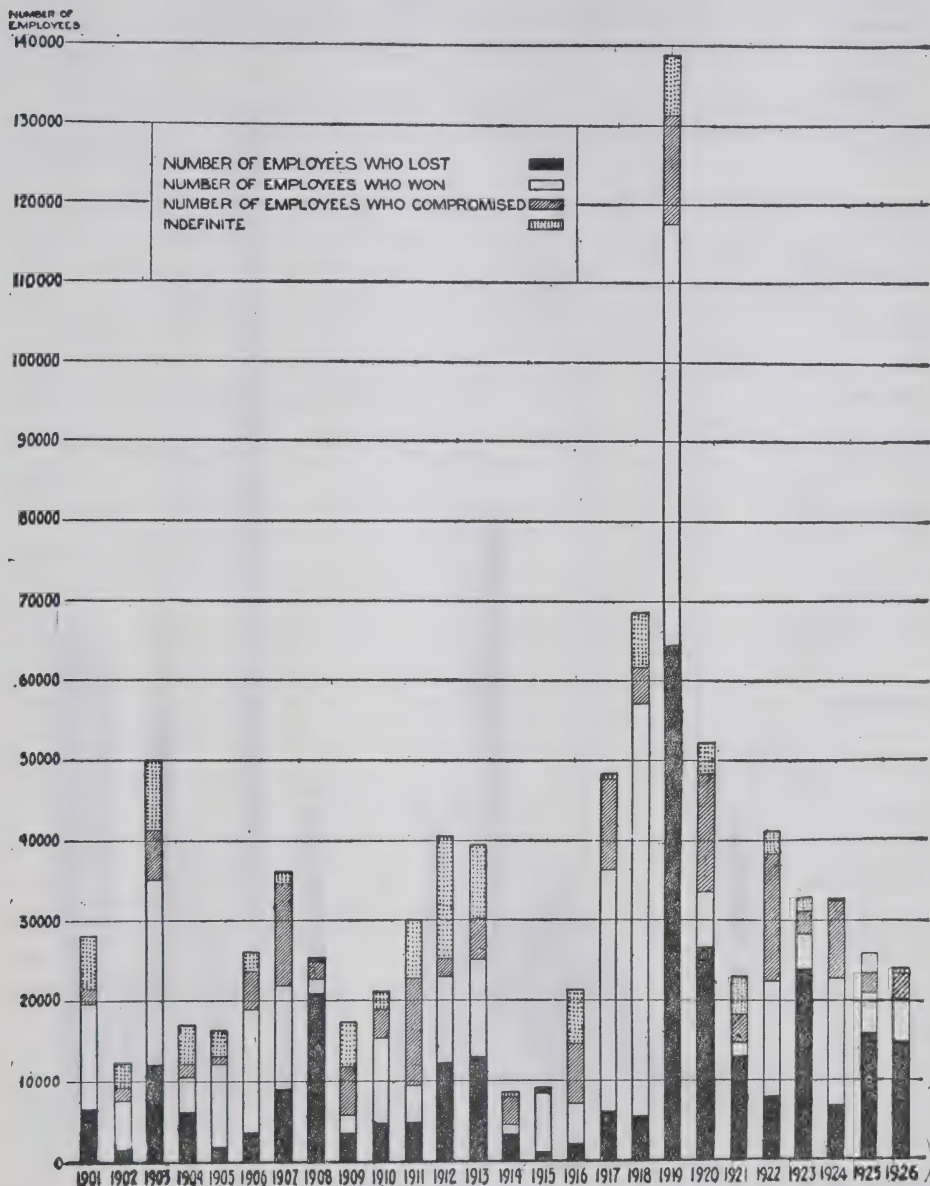
TRANSPORTATION AND PUBLIC UTILITIES

The only disputes in this industry were those involving longshoremen, none of them lasting more than a few days nor involving a large number of employees.

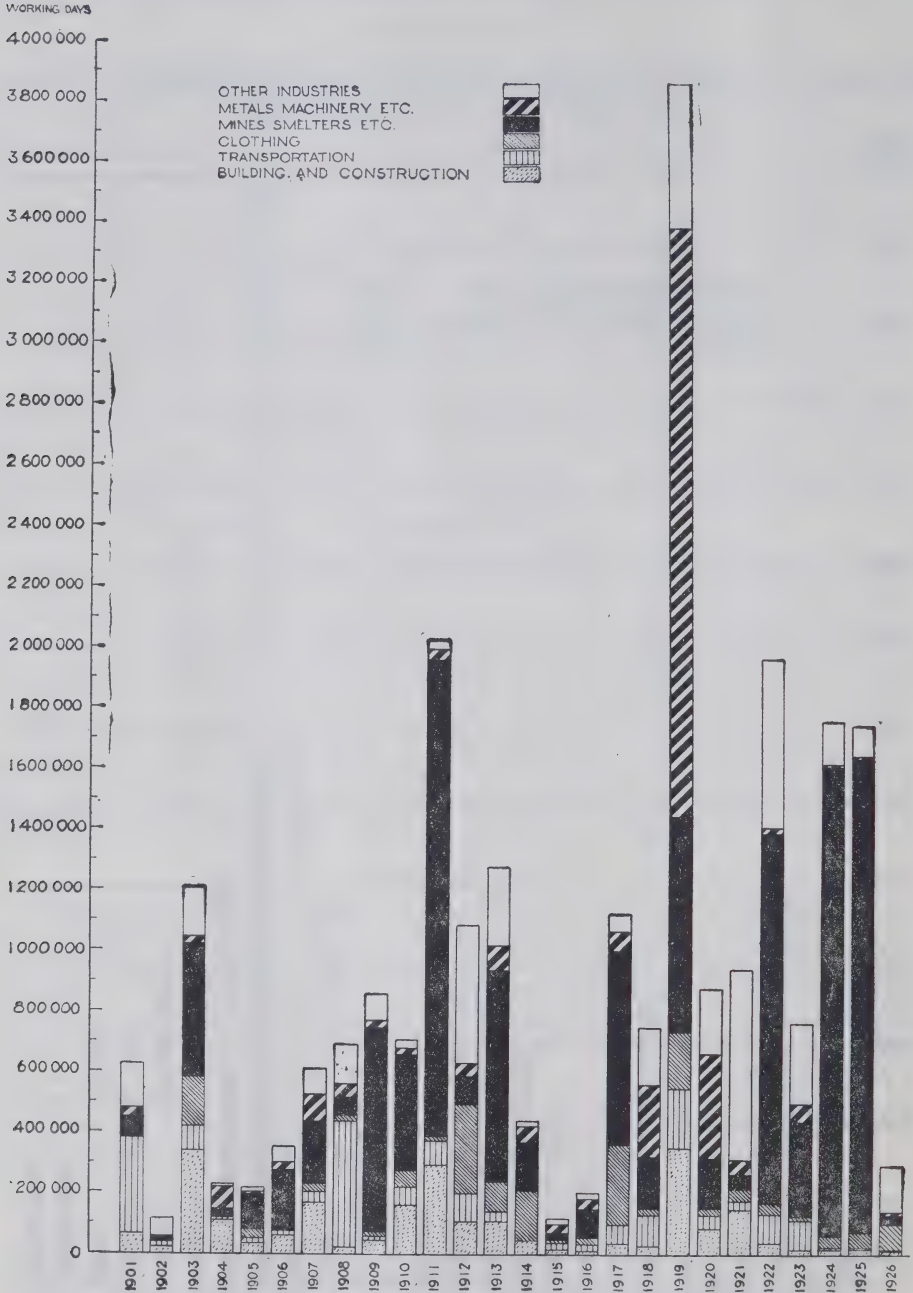
SERVICE

The only disputes in this group involved stage hands and musicians in theatres. One of these involved stage hands in one theatre in Vancouver; another involved musicians in the same theatre who went out in sympathy with the stage hands. After some months the theatre concerned closed down. A third dispute involved musicians at Windsor and Walkerville, Ont., who demanded changes in wages and hours. Within two days the employees won their demands.

RESULTS OF STRIKES AND LOCKOUTS IN CANADA ACCORDING TO NUMBERS OF EMPLOYEES INVOLVED, 1901-1926



LOSS IN WORKING DAYS THROUGH STRIKES AND LOCKOUTS IN CANADA BY GROUPS OF INDUSTRIES, EACH YEAR, 1901-1926



STRIKES AND LOCKOUTS IN OTHER COUNTRIES

It is of interest to compare strikes and lockouts in Canada with those in other countries and the accompanying table gives the figures available for 1925 and 1926. The authorities in the various countries do not at present follow uniform methods in compiling and publishing statistics of strikes and lockouts, so that the figures are comparable only in a general way. In some countries

the number of disputes shown is the number beginning during the year, in other cases it is the number ending during the year, and in others again it is, as in Canada, the number of disputes in existence, that is, in progress, during the year at some time. As regards the numbers of employees involved, some authorities record the number directly involved only, as in Canada, while in certain other countries the number indirectly affected, that is, thrown out of employment as a result of the strike or lockout, is included. For some countries strikes and lockouts are recorded separately, but in the table herewith figures for both strikes and lockouts have been included. In some cases no figures as to time loss are available.

The population of each country as shown by the latest census is given in the table so that the relative degree of disturbance to industry in the various countries may be noted.

INDUSTRIAL DISPUTES IN BRITISH AND OTHER COUNTRIES IN 1925 AND 1926

Country	Year	Number of disputes	Number of workers involved	Time loss in working days	Population of Country
Canada.....	1925	83	25,796	1,743,996	8,788,483
	1926	77	24,142	296,811	
Great Britain and Northern Ireland.....	1925	603	445,000	7,952,000	44,173,704
	1926	320	2,751,000	162,233,000	
Irish Free State.....	1925	86	6,855	293,792	2,972,802
	1926	57	3,455	85,345	
Australia.....	1925	499	176,746	1,128,570	6,043,924
	1926	360	113,034	1,310,261	
New Zealand.....	1925	83	9,905	71,316*	1,461,262
	1926	59	6,264	33,325*	
British India.....	1925	134	270,423	12,578,129	247,003,293
	1926	128	186,811	1,097,478	
South Africa.....	1925	None	—	—	7,157,319
	1926	—	—	—	
Austria.....	1925	319	65,971	1,152,000	6,067,000
	1926	185	20,986	274,000	
Belgium.....	1925	112	81,988	—	7,577,027
	1926	140	82,266	—	
Chile.....	1925	113	51,198	—	3,969,998
	1926	—	—	—	
Czechoslovakia.....	1925	294	166,727	1,482,857	13,588,830
	1926	150	37,267	464,383	
Denmark.....	1925	48	102,331	4,138,486	3,420,000
	1926	32	1,050	23,000	
Estonia.....	1925	16	904	2,539	1,200,000
	1926	14	660	1,196	
Finland.....	1925	38	2,921	87,632	3,495,186
	1926	72	10,230	374,474	
France.....	1925	931	249,198	2,046,563	39,209,666
	1926	—	—	—	
Germany.....	1925	1,766	777,897	17,113,886	62,568,753
	1926	365	96,509	1,404,875	
Japan.....	1925	805	90,000	—	83,454,489
	1926	1,005	100,000	—	
Latvia.....	1925	53	3,224	24,552	2,000,000
	1926	53	5,065	68,493	
Mexico.....	1925	51	27,614	—	15,063,207
	1926	—	—	—	
Netherlands.....	1925	262	31,700	780,860	7,212,739
	1926	212	9,100	281,300	
Norway.....	1925	84	13,752	666,650	2,772,414
	1926	—	—	—	
Poland.....	1925	538	149,574	1,322,000	27,160,000
	1926	583	143,581	1,382,133	
Rumania.....	1925	73	19,857	209,891	18,000,000
	1926	—	—	—	
Sweden.....	1925	239	145,778	2,559,700	6,053,562
	1926	206	52,891	1,711,200	
United States.....	1925	1,301	428,218	11,561,886*	105,710,620
	1926	1,035	329,592	8,239,800*	

* Estimated by multiplying the average duration in days by the number of employees involved.

WAGES AND HOURS OF LABOUR

Statistics as to wages and hours of labour are secured to a considerable extent in connection with the work of the department on strikes and lockouts, industrial agreements, conciliation and mediation in industrial disputes, proceedings under the Industrial Disputes Investigation Act, 1907, fair wages schedules, and reports of changes in wages and hours. Each year representative employers in the various industries are requested to furnish figures as to the wages of the principal classes of labour in their employ, hours per day and per week, and information as to any other features of conditions of employment, such as rates for overtime, Sundays and holidays, bonus, profit sharing, old age benefit or other welfare schemes, annual vacation or sick leave with pay, agreements as to wages and working conditions, etc. Labour organizations are also requested to furnish data as to rates of wages, hours of labour, other working conditions, with copies of agreements with employers or schedules of wages and working conditions in effect.

From the information so secured tables of rates of wages and hours of labour for the principal classes of workers in a number of industries are published annually as a supplement to the *Labour Gazette* issued in January each year, with a table of index numbers of wage rates of certain industries back to 1901, calculated with rates for the year 1913 as 100. This series of bulletins was begun with the publication in March, 1921, of a report covering a number of occupations and industries from 1901 to 1920, and certain manufacturing industries from 1911 to 1920. Since that time the scope of the report has been extended to deal with several of the industries more adequately and to increase the number of industries covered, especially manufacturing industries, for which in the early reports in the series information was not available for comprehensive data. Statistics as to wages in coal mining, metal mining and in agriculture have been included, data for agriculture being secured by the Dominion Bureau of Statistics through crop correspondents. The tables of figures for logging and sawmilling have been greatly increased and a considerable expansion in the information as to metal manufacturing industries has been provided for in the bulletin to be issued in January, 1928, Report No. 11 in the series. It has also been arranged to publish in this bulletin more comprehensive data as to wages and hours of labour in steam railway employment.

So far as is possible, copies of agreements between employers and trade unions and other organizations or representatives of employees are secured by the department on their consummation and published in the *Labour Gazette* in summary form, or in full when of sufficient importance, with rates of wages, hours of labour, etc. This feature of the *Gazette* also includes schedules of wages and working conditions put into effect by municipalities, other public bodies, etc. The information in the *Labour Gazette* as to settlements of disputes also affords considerable current information as to wages, hours and other working conditions.

The information as to wages and hours of labour secured by the department is used not only for publication as above but also in connection with the settlement of disputes, the administration of the Fair Wage Policy in Dominion Government contracts, and the determination of prevailing rates of wages, hours of labour, etc., for certain classes of Dominion Government employees under the Civil Service Act, and in furnishing information as to wages rates, hours of labour, etc., in response to special requests.

The accompanying table of index numbers of rates of wages for various classes of employees to be published in January, 1928, shows levels of wages in 1927 as compared with 1926 and previous years. It will be seen that slight increases appeared in all the groups except coal mining, but in no group except printing did the index number reach the figure for 1920, a year followed by substantial decreases in each group except printing and coal mining, with many decreases also in 1922. Thereafter in most groups slight increases appeared, but in coal mining substantial reductions occurred, not only in 1922 but in 1924 and 1925.

TABLE OF INDEX NUMBERS OF RATES OF WAGES FOR VARIOUS CLASSES OF LABOUR IN CANADA, 1901-1926

(Rates in 1913=100)

Year	Building Trades	Metal Trades	Printing Trades	Electric Railways	Steam Railways	Coal Mining	* Average	Common Factory Labour	Miscellaneous Factory Trades	Logging and Saw-milling
1901.....	60.3	68.6	60.0	64.0	68.8	82.8	67.4			
1902.....	64.2	70.2	61.6	68.0	72.0	83.8	70.0			
1903.....	67.4	73.3	62.6	71.1	75.1	85.3	72.5			
1904.....	69.7	75.9	66.1	73.1	76.9	85.1	74.5			
1905.....	73.0	78.6	68.5	73.5	74.5	86.3	75.7			
1906.....	76.9	79.8	72.2	75.7	79.3	87.4	78.6			
1907.....	80.2	82.4	78.4	81.4	81.0	93.6	82.3			
1908.....	81.5	84.7	80.5	81.8	86.1	94.8	84.9			
1909.....	83.1	86.2	83.4	81.1	86.3	95.1	85.9			
1910.....	86.9	88.8	87.8	85.7	90.1	94.2	88.9			
1911.....	90.2	91.0	91.6	88.1	95.7	97.5	92.3	94.9	95.4	93.3
1912.....	96.0	95.3	96.0	92.3	97.9	98.3	96.0	98.1	97.1	98.8
1913.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1914.....	100.8	100.5	102.4	101.0	101.4	101.9	101.3	101.0	103.2	94.7
1915.....	101.5	101.5	103.6	97.8	101.7	102.3	101.4	101.0	106.2	89.1
1916.....	102.4	106.9	105.8	102.2	105.9	111.7	105.3	110.4	115.1	109.5
1917.....	109.9	128.0	111.3	114.6	124.6†	130.8	119.9	129.2	128.0	130.2
1918.....	125.9	155.2	123.7	142.9	158.0	157.8	143.6	152.3	146.8	150.5
1919.....	148.2	180.1	145.9	163.3	183.9	170.5	165.3	180.2	180.2	169.8
1920.....	180.9	209.4	184.0	194.2	221.0	197.7	197.8	215.3	216.8	202.7
1921.....	170.5	186.8	193.3	192.1	195.9	208.3	191.2	190.6	202.0	152.6
1922.....	162.5	173.7	192.3	184.4	184.4	197.8	182.4	183.0	189.1	158.7
1923.....	166.4	174.0	188.9	186.2	186.4	197.8	183.3	181.7	196.1	170.4
1924.....	160.7	175.5	191.9	186.4	186.4	192.4	183.7	183.2	197.6	183.1
1925.....	170.4	175.4	192.8	187.8	186.4	167.6	179.7	186.3	195.5	178.7
1926.....	172.1	177.4	193.3	188.4	186.4	167.4	180.5	187.3	196.7	180.8
1927.....	179.3	178.1	195.0	189.0	198.4	167.9	184.3	187.7	199.4	182.8

* Simple average of six preceding columns.

† Including increases near the end of the year.

PRICES AND COST OF LIVING

Statistics of retail prices of a number of staple foods, fuel and lighting and rentals of workingmen's houses in the industrial centres of Canada, chiefly cities with a population of 10,000 and upward, have been given in the *Labour Gazette* each month since January, 1910, the number of articles covered and the number of localities included being increased from time to time. The changes in the cost of these items as affecting family expenditure have been shown in the form of a table of the cost of a weekly family budget calculated

from the average prices in all the localities each month, the amount of each article used for the calculation being determined according to its importance or representative character in workingmen's family expenditure. The number of items of food, fuel, etc., being relatively small and incomplete, the resulting figures have not been suitable for showing either the actual expenditure of the average family or any standard of living, but the figures calculated have been issued for the purpose of showing the changes from month to month in certain items and as a basis for determining approximately the extent of changes in the cost of living. Since 1918 data have also been secured as to prices of clothing, boots, house furnishings and miscellaneous items, and since March, 1921, from time to time, usually at the beginning of each year, the *Labour Gazette* has contained a table of index numbers of changes in the cost of living, constructed from the figures of the weekly family budget of food, fuel and rent above mentioned, with the addition of figures for clothing and sundries groups. These figures were issued as the result of tentative calculations pending the compilation of more complete data, and in January, 1927, the department was able to issue a new series of figures for the following groups: fuel and light, rent, clothing, and sundries, and this table has been brought down to date from month to month in the *Labour Gazette*. These figures have been calculated only as averages for the Dominion and it is intended to make similar calculations for the provinces and some of the cities. In the calculation of these index numbers allowance is made for the importance of each article in the average expenditure of workingmen's families.

The accompanying table gives the index numbers by groups, with a figure for all items, back to 1914, prices in 1913 being taken as 100. It will be observed that, while there was a steep decline from June, 1920, when the peak was reached, until the summer of 1922, prices have been relatively steady since the latter date. The index number during this period did not rise above 160 nor fall below 153, the changes occurring being principally seasonal, and due usually to variations in crop conditions from year to year, this being reflected in the prices of food. The fuel and light group has been affected by strikes of coal miners in 1922, especially in the latter part of the year, and a perceptible trend downward in recent years is apparently due to the increasing use of coke in households, and of fuel oil in industries and transportation, thus affecting the prices of coal. The development of electric current production, chiefly from water-power, has also affected the cost of fuel for cooking in houses as well as the cost of electric light.

Statistics of wholesale prices and of prices in other countries have been published in the *Labour Gazette* along with retail prices in Canada since 1910, the figures for wholesale prices since 1924 including those issued by the Dominion Bureau of Statistics in continuation of the record and index number compiled by the Labour Department and published from 1910 to 1924. Index numbers of wholesale prices in Canada compiled and issued by other authorities have also been given in the *Labour Gazette*, namely, Professor Humphrey Michell, of McMaster University, and the Canadian Bank of Commerce. The United States Federal Reserve Board discontinued the index number of prices in Canada compiled and issued by it during recent years. A supplement to the *Labour Gazette* for January, 1927, contained a review of prices in Canada and other countries during 1926, with comparative figures for previous years.

CHANGES IN THE COST OF LIVING IN CANADA FROM 1913 TO 1927*

(Average prices in 1913=100)

—	Food	Fuel and Light	Rent	Clothing	Sundries	All Items*
December, 1914.....	108	98	97	103	100	103
December, 1915.....	111	96	94	115	110	107
December, 1916.....	138	109	95	136	122	124
December, 1917.....	167	125	102	158	134	143
March, 1918.....	172	132	104	171	139	149
June, 1918.....	174	132	109	171	143	152
September, 1918.....	181	139	111	185	147	159
December, 1918.....	186	146	111	185	151	162
March, 1919.....	178	143	112	197	154	162
June, 1919.....	187	139	119	197	157	166
September, 1919.....	195	146	121	210	161	173
December, 1919.....	201	148	122	210	164	176
March, 1920.....	218	157	124	251	166	191
June, 1920.....	231	168	137	251	169	200
September, 1920.....	217	189	138	232	171	194
December, 1920.....	202	200	142	232	173	190
March, 1921.....	180	191	142	193	173	175
June, 1921.....	152	179	149	193	173	165
September, 1921.....	161	174	149	177	173	165
December, 1921.....	150	172	150	177	173	161
March, 1922.....	144	169	151	165	173	157
June, 1922.....	139	167	154	165	174	156
September, 1922.....	140	179	155	162	174	157
December, 1922.....	142	177	155	162	174	157
March, 1923.....	147	178	156	163	173	159
June, 1923.....	139	169	158	163	173	156
September, 1923.....	142	171	158	164	172	157
December, 1923.....	146	172	158	164	171	159
March, 1924.....	144	169	158	160	171	157
June, 1924.....	134	163	158	160	170	153
September, 1924.....	140	163	158	159	169	154
December, 1924.....	144	162	158	159	169	156
March, 1925.....	146	162	158	160	168	156
June, 1925.....	142	159	158	160	168	155
September, 1925.....	147	160	158	159	167	156
December, 1925.....	157	166	158	159	166	160
March, 1926.....	156	166	158	157	166	159
June, 1926.....	151	162	156	157	166	157
September, 1926.....	149	160	156	156	166	156
December, 1926.....	152	162	156	156	166	157
January, 1927.....	155	161	156	156	166	158
February, 1927.....	153	161	156	156	166	157
March, 1927.....	151	161	156	156	166	157
April, 1927.....	147	160	156	154	166	155
May, 1927.....	147	159	156	154	166	155
June, 1927.....	148	158	156	154	166	155
July, 1927.....	149	158	156	154	166	155
August, 1927.....	149	158	156	154	166	155
September, 1927.....	148	158	156	155	166	155
October, 1927.....	150	158	156	155	166	156
November, 1927.....	151	158	156	155	166	156
December, 1927.....	152	158	156	155	166	157

*The figures for "all items" were calculated by giving the following weights to each group: Food, 35%; Fuel, 8%; Rent, 18½%; Clothing, 18½%; Sundries, 20%.

FATAL INDUSTRIAL ACCIDENTS

A statement as to fatal accidents in industry is given in the *Labour Gazette* quarterly and a compilation for the calendar year is given early in the year following. The statistics include all accidents to workmen during the source of employment which result fatally, and also fatalities from industrial diseases listed with fatal accidents by workmen's compensation boards, etc. The records are compiled from reports from Dominion and provincial authorities, from *Labour Gazette* correspondents, from a number of employers of labour, and from newspapers, the various reports being verified and checked to avoid duplication. The published record has in recent years been confined to fatal accidents, but it is intended to extend the compilation and publication to include non-fatal accidents.

The total number of fatalities recorded for the year was 1,303, the fatalities being attributed to the various industries in the following proportions: transportation and public utilities, 351 or 26.9 per cent of the total; manufacturing, 184 or 14.1 per cent; construction, 159 or 12.2 per cent; mining, non-ferrous smelting and quarrying, 154 or 11.8 per cent; agriculture, 151 or 11.6 per cent; logging, 134 or 10.3 per cent; fishing and trapping, 71 or 5.4 per cent; service, 68 or 5.2 per cent; trade, 26 or 2.0 per cent; finance, 2; unclassified, 11.

The classification of fatal accidents according to causes shows that the largest number, 446, came under the category "by moving trains, vehicles, etc." This includes all accidents due to cars or engines (including mine and quarry cars), to automobiles and other power vehicles and to horse-drawn vehicles, as well as accidents caused by moving implements, (including those impelled by power and those drawn by horses, by moving water craft and by air craft). The largest number of accidents thus caused resulted from workers being struck or run over by or crushed by or between cars and engines. Of these there were 160, 102 of the victims having been engaged in the industry "steam railways".

The table of fatalities by months shows the highest point to have been in August, when there were 193, the average per month being 108.6. The low point for the year, 66, was reached in February and April. The largest number of accidents in construction occurred in August, and in the other industries for which this month is a period of exceptional seasonal activity, namely, fishing, agriculture and transportation, this was also to a great extent reflected in the record.

FATAL INDUSTRIAL ACCIDENTS IN CANADA IN 1926, BY MONTHS AND INDUSTRIES

Industry	January	February	March	April	May	June	July	August	September	October	November	December	Total, 1926	Per cent of total	Estimated number of employees*	Ratio of fatalities in 1926 per 1,000 employees	Total fatalities in 1925†	Per cent of total†	Ratio of fatalities in 1925 per 1,000 employees†
Agriculture	4	4	14	7	7	11	28	20	10	21	13	12	151	11.6			93	8.7	
Logging	9	8	9	3	16	18	12	5	5	15	15	11	134	10.3	28,260	4.7	148	13.8	5.2
Fishing and trapping	1	3	3	1	2	4	49	1	5	2			71	5.4	58,273**	1.2	13	1.2	0.2
Mining, non-ferrous melting and quarrying	10	15	15	6	10	11	9	16	12	12	26	12	154	11.8	65,090	2.4	168	15.7	2.6
Metalliferous mining.....	5	7	6	1	2	2	3	8	2	5	2	4	47	3.6			66	6.1	3.3
Coal mining.....	2	6	5	4	6	6	4	7	9	7	20	8	84	6.4			61	5.7	2.2
Non-metallic mineral mining and quarrying, n.e.s.	3	2	4	1	2	2	2	1	1		4		22	1.7			32	3.0	4.8
Structural materials.....					1								1	0.1			9	0.8	0.9
Manufacturing	8	13	10	12	9	24	15	21	12	22	19	19	184	14.1	508,503	0.3	166	15.5	
Vegetable foods, drink and tobacco.....	1		1			3		1	1	1	3		11	0.8	57,180	0.2	17	1.6	0.3
Animal foods.....		2				1					2	2	8	0.6	32,328	0.2	10	0.9	0.3
Textiles and clothing.....	1				1					3			8	0.6	90,254	0.1	7	0.7	0.1
Leather, fur and products.....						1				1			2	0.2	25,451	0.1	4	0.4	
Rubber goods.....								1					1	0.1	9,003	0.1	2	0.2	
Pulp, paper and paper goods.....	5	5	1	2	1	2	7	4	2	5	3	3	40	3.1			22	2.0	
Saw and planing mills.....		3	4	3	4	9	2	6	5	3	3	4	46	3.5	127,551	0.7	37	3.4	0.6
Wood products.....				1	1	1		2				2	7	0.5			7	0.7	
Printing and publishing.....													2	0.2					
Iron, steel and products.....	1	2	1	3	2	5	3	3	2	9	4	6	41	3.1	78,314	0.5	39	3.6	0.5
Chemical and allied products.....			1					2	1				4	0.3	13,796	0.3	10	0.9	1.0
Non-metallic mineral products.....		1	2	2		3		2		1	1	1	13	1.0	24,186	0.5	1	0.1	
Non-ferrous metal products.....													1	0.1	21,670	0.1			
Unclassified.....															28,770		10	0.9	0.5
Construction	9	6	10	13	6	7	24	26	13	21	13	11	159	12.2			130	12.1	
Buildings and structures.....	5	3	5	12	2	2	10	18	9	15	8	7	96	7.4			50	4.7	
Shipbuilding.....	1												1	0.2					
Highway and bridge.....	1			1	2	2	4						10	0.8					
Miscellaneous.....	2	3	5	1	3	3	11	4	4	6	5	4	51	3.9			80	7.4	
Transportation and Public Utilities	24	13	15	16	22	27	43	43	36	44	45	23	351	26.9			267	24.8	
Steam railways.....	18	8	12	13	12	10	14	19	21	25	27	13	192	14.7	169,970	1.1	118	11.0	0.7
Street and electric railways.....	1	1		1	1		2	1	1		2		10	0.8	16,933	0.6	5	0.5	0.3
Water transportation.....	2	2	2	2	6	12	15	10	6	13	11	5	86	6.6			75	7.0	
Local transportation.....	2					1	4	3	3	2	3		18	1.4			21	2.0	
Storage.....					1	1	1			1	1	1	6	0.5					
Electricity and gas.....	1	2			1	3	7	6	4	1	1	3	29	2.2			3	0.3	
Telegraphs and telephones.....			1		1			4		2			9	0.7	30,796	0.3	6	0.6	0.2
Express.....									1				1	0.1					
Unclassified.....																	39	3.6	
Trade	1	2			1	2	2	6	5	3	2	2	26	2.0			12	1.1	
Wholesale.....							1						1	0.1					
Retail.....	1	2			1	1	2	6	5	3	2	2	25	1.9					
Finance										2			2	0.2					
Service	5		2	5	8	8	7	6	5	8	6	8	68	5.2			23	2.1	
Public administration.....	5			4	4	4	6	3	3	8	6	7	50	3.8			20	1.9	
Recreational.....						1	1	1	1				4	0.3					
Laundering, dyeing and cleaning.....												1	1	0.1					
Custom and repair.....													1	0.1					
Personal.....			2	1	2	2		2	1				10	0.8			2	0.2	
Professional.....				2									2	0.2			1	0.1	
Unclassified	1	4	2	1	1	1		1					11	0.8			54	5.0	
Total	71	66	80	66	81	111	144	193	99	153	141	98	1,303				1,074		

* In this column the figures for manufacturing are for 1924, and for other industries, for 1925, Annual Census of Industry.

† Revised figures for 1925. ** This number is for fishing only.

V. THE LABOUR GAZETTE

The monthly publication of the *Labour Gazette* was one of the original functions of the Department of Labour as prescribed by section 10 of the Conciliation Act of 1900 (section 12 of the Conciliation and Labour Act, Revised Statutes of Canada, 1906, chapter 96), under which the department was established. This section provides as follows:—

“With a view to the dissemination of accurate statistical and other information relating to the conditions of labour, the Minister shall establish and have charge of a Department of Labour, which shall collect, digest, and publish in suitable form statistical and other information relating to the conditions of labour, shall institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue at least once in every month a publication to be known as the *Labour Gazette*, which shall contain information regarding conditions of the labour market and kindred subjects, and shall be distributed or procurable in accordance with terms and conditions in that behalf prescribed by the Minister.”

The first number of the *Labour Gazette*, issued in September, 1900, contained a statement of the policy and aims of the new publication. “The *Gazette*,” it is stated, “will not be concerned with mere questions of opinion, nor will it be the medium for the expression of individual views. It is an official publication, and as such will seek to record only such statements of fact, and such collections of statistics as are believed to be trustworthy. In the selection and publication of these, care will be taken to have the information as complete and impartial as possible, and so to arrange it that, while furnishing from month to month facts and figures of current interest, these may at intervals be classified and compiled in such a manner as to show, over periods of time, the trend and development of the subjects dealt with. The work thus undertaken will, it is hoped, establish a basis for the formation of sound opinions, and for the drawing of correct deductions, but these, in themselves, are tasks which lie beyond the scope and purpose of the *Gazette*, and are ends it will seek to serve, not to meet.”

While the main purposes of the publication still remain as they were stated in the first issue, a gradual widening is noticeable in the range of subjects treated in the *Gazette* during the twenty-six years of its existence. This extension of scope has resulted from the increase in the functions of the department, which now include the work of arbitration and conciliation in labour disputes, the co-ordination of the provincial employment services, the organization of technical education, the administration of Dominion Government annuities, and other duties. Moreover new fields for investigation have been opened up by the remarkable growth of labour legislation during the past twenty-five years; and more recently the work of the International Labour Organization has given a strong impetus to the study of comparative legislation.

The *Labour Gazette* contains the official record of all proceedings under the Industrial Disputes Investigation Act, 1907, including the full text of the reports of Boards of Conciliation and Investigation established under the provisions of the Act. Information is also given with respect to proceedings under the other statutes administered by the Department of Labour, including the Employment Offices Co-ordination Act, the Technical Education Act, the Government Annuities Act, and the Combines Investigation Act, and to proceedings under the federal Order in Council providing for the payment of fair wages to workmen employed under Dominion Government contracts.

The “statistical and other information relating to the conditions of labour” which, under the provisions of the Conciliation Act, the department is required to collect, digest and publish, includes a monthly analysis of prices, wholesale

and retail, in Canada, with estimates of the average cost of living, the prices of staple articles, and index numbers of price movements over a series of years. Similar statistics compiled from records in other countries are also given for the purpose of comparison. Periodical statements and tables appear indicating the movements of employment and the extent of unemployment in Canada and in the various provinces and municipalities. This information is derived from three sources: (1) reports received from the 64 offices of the Employment Service of Canada showing the number of applications for work, the existing vacancies, and the number of workpeople placed in positions; (2) reports from trade unions showing the extent of unemployment among their members; and (3) reports from employers throughout Canada showing the number of employees on their pay-rolls. Statistical information on changes in wages and hours of labour is presented from time to time in special articles. Monthly and annual tables of industrial disputes are also given, showing the causes, extent and results of strikes and lockouts in Canada. The agreements entered into between employers and workmen are described each month in detail. Quarterly and annual statistics are given of the fatal accidents that have occurred in the various branches of industry, stress being laid on the causes of these accidents with a view to the possible elimination of some of the risks of industry; and a series of notes on industrial safety and health is also published monthly with the same object.

The labour legislation enacted by the Dominion Parliament and by the legislatures of the various provinces is outlined in the *Labour Gazette* on the conclusion of each session, and note is made, as far as possible, of the outstanding activities throughout Canada under existing Acts or regulations. Each issue contains further an account of important recent legal decisions affecting labour.

The conventions and other activities of labour unions are noted from month to month, with particular reference to legislative proposals put forward by labour representatives. The subject of technical education and apprentice training is also covered in a series of notes in each issue.

Prominence is given in the *Labour Gazette* to the important work of the League of Nations International Labour Organization, the draft conventions and recommendations put forward from time to time being printed in full, and a record kept of the progress of ratifications, both in Canada and in other countries. Reviews are also given of the increasingly valuable publications of the International Labour Office at Geneva, based on expert studies of labour conditions in various countries.

In addition to the regular periodical articles, each issue of the *Labour Gazette* contains special articles on subjects arising out of the general work of the department, as well as notes on current topics of interest to labour.

The *Labour Gazette* was published monthly in English and French during the fiscal year ended March 31, 1927, which was the twenty-sixth year of its existence, the average number distributed each month being 9,143 of the English, and 1,504 of the French editions. The average monthly paid circulation was 6,436, or 5,567 of the English edition and 869 of the French. A nominal subscription of 20 cents a year, or 3 cents per copy, is charged, the purpose of the subscription being to keep the distribution within the limits of the actual demand, rather than to pay the cost of production. The subscription list includes the names of chartered banks, employing firms, and labour unions which paid subscriptions in behalf of their individual officers or members. In addition to the paid circulation, the publication is issued gratuitously to certain public bodies and institutions, including government departments, both federal and provincial, municipalities, university and public libraries, board of trade, labour organizations, newspapers and trade journals, as well as to certain persons who from time

to time supply information requested by the department. Free single copies are frequently sent to persons seeking information on subjects dealt with in a particular issue. The average monthly distribution of complimentary copies was 3,576 of the English and 635 of the French edition.

VI. LABOUR ORGANIZATION IN CANADA

The department has continued the publication of the annual reports on labour organization in Canada, that for 1926 being the sixteenth. These reports, which are prepared in the Labour Intelligence Branch, give much information as to the nature of the labour unions with which the Canadian organized workers are identified, and contain complete statistics of organized labour in the Dominion, as well as setting forth some of the more important activities of trade unionists. The report for 1926, which contained 281 pages, indicates that the trade union movement of the Dominion is made up of the following groups:—

(1) Local branches of international craft organizations, having headquarters in the United States;

(2) One Big Union, an international industrial union, with headquarters in Winnipeg;

(3) Local branches of the Industrial Workers of the World, a revolutionary industrial union which seeks to abolish the wage system, with headquarters in Chicago;

(4) Non-international craft organizations with headquarters in Canada;

(5) Independent trade union units, and

(6) National and Catholic Unions.

The figures presented for the international craft union group, which includes the members of 89 organizations, shows there has been an increase in local branches of 26 and a gain in members of 6,694, the total branches being 2,011 and the combined membership 179,267. The report from the One Big Union claims 61 local units with a combined Canadian membership of 18,665, gains of eight in units and 1,409 in members. The Industrial Workers of the World, though retaining its six branches, shows a loss in membership of 5,400, the number of members reported being 4,600. The non-international craft organizations, of which there are 20, had a loss in branches of 15, but an increase in members of 767, the branches now numbering 296 and the membership being 34,837. The independent units have decreased by two, now standing at 38, of which 33 reported a combined membership of 12,235, an increase of 70. The national and Catholic unions have increased by four, there now being 103, the combined membership of which was reported by the Federation of Catholic Workers of Canada to be 25,000, the same as reported for the two previous years. The computation of the above figures indicates a net gain in branches of 21 and an increase in members of 3,540, making a grand total of 2,515 branches of all classes of unions in the Dominion, with a combined reported or estimated membership of 274,604. The chart appearing herewith, which is taken from the report, shows the fluctuations in Canadian trade union membership since 1911 to 1926, the period covered by these annual reports on labour organization.

Another chart published in the report indicates that the 274,604 trade union members in the Dominion are divided by trade groups as follows:—

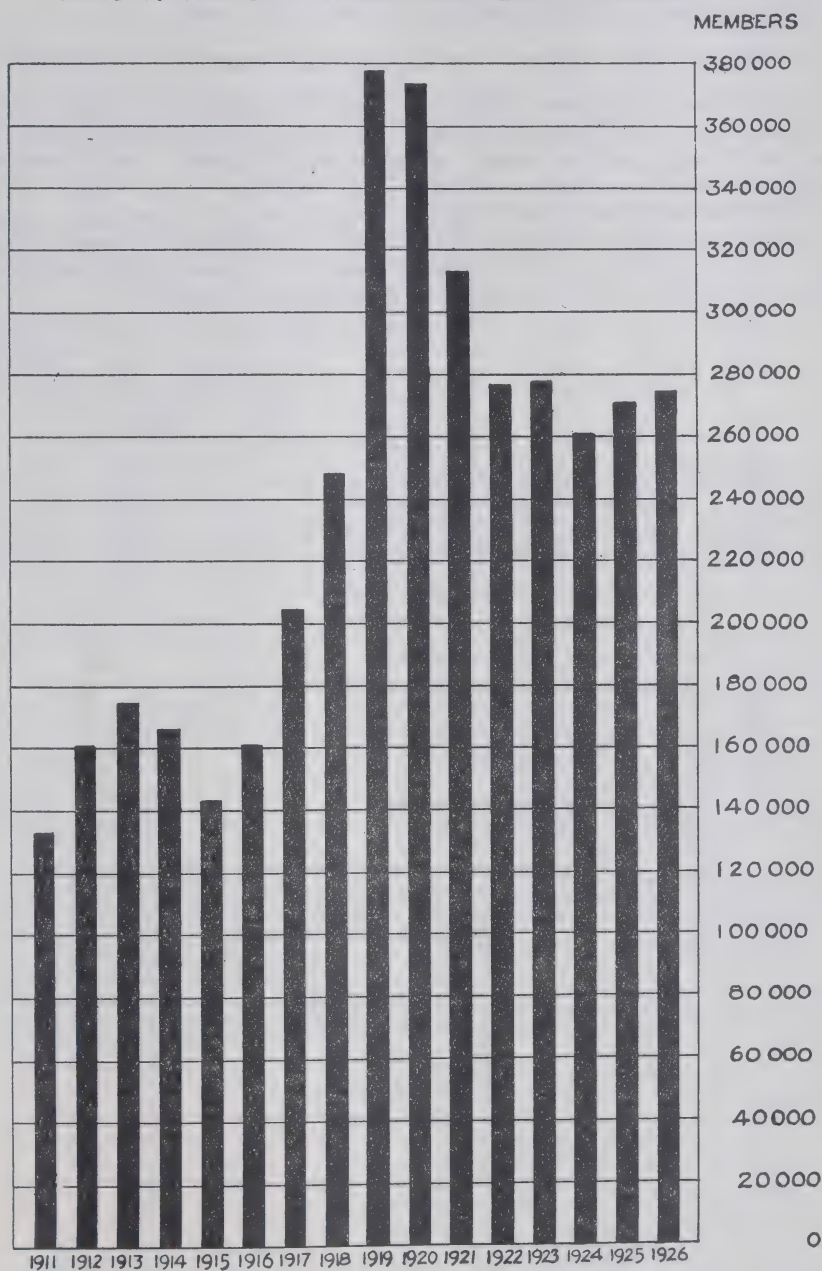
Railroad employees, 79,810 members, or 29.07 per cent of the total;

Public employees, personal service and amusement trades, 29,308 members, or 10.68 per cent;

Building trades, 26,877 members, or 9.71 per cent;

Mining and quarrying, 25,586 members, or 9.32 per cent;

SIXTEEN YEARS OF TRADE UNIONISM IN CANADA



Other transportation and navigation trades, 20,828 members, or 7.60 per cent;

Metal trades, 15,614 members, or 5.70 per cent;

Printing and paper making trades, 13,433 members, or 4.90 per cent;

Clothing, boots and shoes, 12,410 members, or 4.53 per cent;

All other trades, 50,738 members, or 18.49 per cent.

TRADE UNION CENTRAL ORGANIZATIONS OPERATING IN CANADA

At the close of the year 1926 there were 91 international labour organizations operating in the Dominion, the same number as recorded in 1925. There were also 20 other central labour organizations in Canada (which are termed non-international), an increase of two.

The following tables taken from the report show: (1) international organizations having members in Canada, (2) number of branches in Canada and elsewhere, (3) reported or estimated membership in Canada and elsewhere, (4) other trade union central organizations operating in Canada:—

International Organizations	Number of Branches		Reported or Estimated Membership	
	In Canada	(a) Elsewhere	In Canada	(a) Elsewhere
**American Federation of Labour.....	(b) 8	(b) 355	(b) 940	(b) 28,412
**Asbestos Workers, International Association of Heat and Frost Insulators and.....	2	60	63	5,000
**Bakery and Confectionery Workers' International Union of America.....	7	214	317	24,913
**Barbers' International Union of America, Journeymen.....	37	886	1,505	52,985
**Bill Posters and Billers of America, International Alliance of.....	3	83	67	2,000
**Blacksmiths, Drop Forgers and Helpers, International Brotherhood of.....	21	189	1,500	8,200
**Boilermakers, Iron Shipbuilders and Helpers, International Brotherhood of.....	34	541	1,608	14,746
**Bookbinders, International Brotherhood of.....	11	144	479	13,600
**Boot and Shoe Workers' Union.....	10	123	1,438	40,000
**Brewery, Flour, Cereal and Soft Drink Workers, International Union of the United.....	12	(c) 236	418	16,000
**Bricklayers, Masons and Plasterers' International Union of America.....	51	918	3,331	107,598
**Bridge, Structural and Ornamental Iron Workers, International Association of.....	8	136	265	21,050
**Broom and Whisk Makers' Union, International.....	1	36	21	1,008
**Carpenters and Joiners of America, United Brotherhood of.....	84	2,032	7,341	328,177
**Carvers' Association of America, International Wood.....	1	20	16	1,151
**Cigarmakers' International Union of America.....	10	370	621	22,068
**Cloth Hat, Cap and Millinery Workers' International Union.....	4	41	360	12,300
**Clothing Workers of America, Amalgamated.....	16	125	4,300	120,700
**Commercial Telegraphers' Union of America.....	10	33	3,500	1,950
**Conductors, Order of Sleeping Car.....	1	38	12	2,284
**Coopers' International Union of North America.....	1	63	26	1,320
**Electrical Workers, International Brotherhood of.....	30	624	2,090	110,702
**Elevator Constructors, International Union of.....	1	75	71	1,140
**Expressmen, Order of Railway.....	2	63	68	18,000
**Federal Employees, National Federation of.....	1	311	61	30,000
**Firemen and Oilers, International Brotherhood of.....	17	750	790	22,400
**Fire Fighters, International Association of.....	21	119	2,460	18,600
**Fur Workers' Union, International.....	7	31	300	12,000
**Garment Workers of America, United.....	10	190	1,278	47,550
**Garment Workers' Union, International Ladies.....	9	102	2,665	108,060
**Garment Blowers' Association of the United States and Canada.....	4	95	140	5,872
**Glass Workers' Union, American Flint.....	3	130	126	6,532
**Glove Workers' Union, International.....	8	8	20	540
**Granite Cutters' International Association of America.....	3	138	150	7,500
**Hod Carriers, Building and Common Labourers' Union of America, International.....	7	555	472	69,616
**Hotel and Restaurant Employees' International Alliance and Bartenders' International League of America.....	10	261	1,062	39,011
**Jewellery Workers' Union, International.....	1	18	30	840
**Lathers, International Union of Wood, Wire and Metal.....	5	282	117	18,000
**Laundry Workers' International Union.....	2	63	95	6,300
**Leather Workers' International Union, United.....	1	45	15	2,485
**Lithographers of America, Amalgamated.....	7	38	388	5,172
**Locomotive Engineers, Brotherhood of.....	103	810	6,503	81,840
**Locomotive Firemen and Enginemen, Brotherhood of.....	104	822	7,171	99,406
**Longshoremen's Association, International.....	14	206	1,400	38,000
**Machinists, International Association of.....	84	726	8,046	91,954
**Maintenance-of-Way Employees, Brotherhood of.....	185	1,153	5,984	34,920
**Marble, Stone and Slate Polishers, Rubbers and Sawyers, Tile and Marble Setters' Helpers and Terrazzo Workers' Helpers, International Association of.....	1	48	53	4,647
**Meat Cutters and Butcher Workmen, Amalgamated.....	1	190	15	13,000

International Organizations	Number of Branches		Reported or Estimated Membership	
	In Canada	(a) Elsewhere	In Canada	(a) Elsewhere
**Metal Polishers' International Union.....	4	101	67	8,778
**Metal Workers' International Association, Sheet.....	17	413	698	22,895
**Mine Workers of America, United.....	39	2,550	14,820	485,180
**Moulders' Union of North America, International.....	34	363	2,600	53,000
**Musicians, American Federation of.....	42	731	8,000	120,000
**Painters, Decorators and Paperhangers of America, Brotherhood of.....	31	1,195	1,668	119,741
**Papermakers, International Brotherhood of.....	18	61	1,362	4,438
**Pattern Makers' League of North America.....	(d) 13	124	474	9,980
**Paving Cutters' Union of the United States and Canada.....	5	70	125	2,225
**Photo Engravers' Union of North America, International.....	5	76	324	7,855
**Piano, Organ and Musical Instrument Workers' International Union.....	1	10	12	590
**Plasterers and Cement Finishers' International Association, Operative.....	16	480	890	38,157
**Plumbers, Gas and Steam Fitters, United Association of Journeymen.....	33	825	1,500	60,000
**Printers, Die Stampers' and Engravers' Union, International Plate.....	1	17	40	1,203
**Printing Pressmen and Assistants' Union, International.....	17	366	2,000	45,000
**Pulp, Sulphite and Paper Mill Workers of the United States and Canada, International Brotherhood of.....	16	60	2,015	8,100
**Quarry Workers' International Union of North America.....	1	60	400	4,000
Railroad Employees, Canadian Brotherhood of.....	180	.....	14,500	.....
*Railroad Signalmen of America, Brotherhood of.....	8	153	179	9,000
**Railroad Telegraphers, Order of.....	13	111	7,438	58,935
Railroad Trainmen, Brotherhood of.....	96	882	14,250	168,066
**Railway Carmen of America, Brotherhood of.....	113	490	12,356	70,000
†Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, Brotherhood of.....	52	1,199	3,579	135,000
Railway Conductors, Order of.....	72	605	3,747	54,232
**Railway Employees of America, Amalgamated Association of Street and Electric.....	26	271	7,500	101,000
*Retail Clerks' International Protective Association.....	3	334	39	12,500
*Seamen's Union of America, International.....	1	69	50	15,000
*Siderographers, International Association of.....	1	2	10	65
**Stage Employees, International Alliance of Theatrical.....	37	606	600	23,000
**Steam and Operating Engineers, International Union of.....	29	397	1,282	34,798
Steam Shovel and Dredgemen, International Brotherhood of.....	5	23	500	12,543
**Stereotypers and Electrotypers' Union, International.....	10	148	285	6,732
**Stonecutters' Association of North America, Journeymen.....	16	152	480	5,800
*Stovemounters' International Union.....	1	50	.....	2,000
*Switchmen's Union of North America.....	8	255	88	8,961
**Tailors' Union of America, Journeymen.....	12	173	363	8,095
**Teamsters, Chauffeurs, Stablemen and Helpers, International Brotherhood of.....	11	357	785	93,100
**Textile Workers of America, United.....	3	450	65	36,000
**Typographical Union, International.....	52	807	4,204	74,286
*Upholsterers' International Union of America.....	4	79	273	10,520
*Wall Paper Crafts of North America, United.....	.....	10	2	830
Totals.....	2,011	29,411	179,267	3,651,084
One Big Union.....	61	1	18,665	155
Industrial Workers of the World.....	6	46	4,600	29,850
Grand Totals.....	2,078	29,458	202,532	3,681,089

(a) Includes United States, Mexico, Canal Zone, Philippine and Hawaiian Islands, Newfoundland, etc.

(b) Includes only the unions directly chartered, i.e., those unions not affiliated through any international organization. The American Federation of Labour has 107 national and international unions affiliated, representing 29,417 locals, as well as four departments, 49 state federations, 833 city central bodies and 380 local trade and federal labour unions, making a total of 1,373 charters, representing a fully-paid-up membership of 2,803,966. Including the members who were on strike and those out of employment, and for whom no tax was received, the total membership was reported at 3,303,966.

(c) Includes 56 sub-branches in the United States.

(d) Includes six sub-branches of local unions

* Indicates that union is affiliated with American Federation of Labour.

** Indicates that union has also affiliated its Canadian membership with the Trades and Labour Congress of Canada.

† Indicates that union is affiliated only with the Trades and Labour Congress of Canada.

Other Trade Union Central Organizations	Branches or Affiliations	Member- ship Reported
Trades and Labour Congress of Canada.....	(a) 43	(a) 4,790
Canadian Federation of Labour.....	(b) 23	(b) 9,424
*Amalgamated Carpenters of Canada.....	13	1,419
Amalgamated Civil Servants of Canada.....	16	2,085
Brotherhood of Canadian Pacific Express Employees.....	25	1,522
Canadian Association of Railway Enginemen.....	14	135
Canadian Carpet Weavers' Beneficial Association.....	4	205
*Canadian Electrical Trades Union.....	9	1,329
*Canadian Federation of Bricklayers, Masons, Plasterers and Other Building Trades.....	5	1,328
Canadian Theatrical Arts and Crafts.....		12
Dominion Postal Clerks' Association.....	22	702
Dominion Mail Porters and Chauffeurs' Association.....	7	500
Dominion Railway Mail Clerks' Federation.....	14	1,260
Electrical Communications Workers of Canada.....	4	1,400
Engineers' Mutual Benefit Fund.....	2	289
**Federated Association of Letter Carriers.....	40	1,307
Federated Seafarers' Union of Canada.....	1	1,174
Mine Workers' Union of Canada.....	16	4,036
**National Association of Marine Engineers.....	14	1,079
Provincial Federation of Ontario Fire Fighters.....	(c) 21	(c) 799
Saskatchewan Brotherhood of Steam and Operating Engineers.....	3	42
Totals.....	296	34,837

(a) Includes only the local branch unions under direct charter at the close of 1926. Besides these there are in affiliation the two national organizing bodies marked (**), with 54 branches, and also two provincial federations of labour and 41 trades and labour councils. Per capita tax was also paid during the year by a number of local branches of international unions which had affiliated individually, as well as by 57 international organizations which had affiliated the whole of their Canadian membership, numbering 94,424, comprising 1,297 local branches. The whole directly chartered and affiliated membership of the Congress is 103,037.

(b) Includes only the local unions directly chartered. In addition to these the Canadian Federation of Labour has under charter the three central organizing bodies indicated thus (*), with 27 branches and a combined membership of 4,076, as well as four trades and labour councils, the whole reported membership being 13,500.

(c) Includes only the local branches directly chartered. The Federation of Ontario Fire Fighters also has three local branches of the International Association of Fire Fighters and one union chartered by the Trades and Labour Congress in affiliation, making a total of 25 affiliates and a membership of 1,620.

TRADE UNION BRANCHES BY PROVINCES

The report shows the distribution by provinces of the 2,515 local branch unions of all classes in the Dominion, as well as the number of such unions which reported their membership and the membership reported. The figures for each province are as follows:—

Province	Number of Unions in Locality	Number of Unions reporting membership	Number of members reported
Nova Scotia.....	131	86	13,788
New Brunswick.....	108	83	6,476
Prince Edward Island.....	10	8	602
Quebec.....	459	319	52,690
Ontario.....	992	740	59,539
Manitoba.....	160	110	12,661
Saskatchewan.....	174	148	7,269
Alberta.....	232	174	14,859
British Columbia.....	249	192	21,717
Localities not specified.....			*9,186
Totals.....	2,515	1,860	198,787

*This total includes the membership of the system divisions of telegraphers.

ORGANIZED LABOUR IN CANADIAN CITIES

The figures given in the report show that there are 30 cities in Canada in which not less than 20 local branch unions of all classes are operating, and between them they represent about 55 per cent of the local branch unions in the Dominion and contain approximately 46 per cent of the entire Canadian

trade union membership of 274,604. The following table gives (1) the names of the cities with not less than 20 local branch unions, (2) number of branches in locality, (3) number of branches which reported their membership, and (4) the membership reported:—

Localities	Number of Unions in Locality	Number of Unions reporting membership	Number of members reported
Montreal.....	194	137	37,126
Toronto.....	139	95	21,772
Winnipeg.....	96	59	9,366
Vancouver.....	95	67	12,820
Ottawa.....	66	51	4,433
Calgary.....	64	40	3,628
Quebec.....	64	39	4,473
Edmonton.....	61	50	4,137
Hamilton.....	57	44	3,423
London.....	51	42	3,723
Victoria.....	40	36	1,655
Regina.....	35	27	1,405
St. John.....	35	30	2,813
Saskatoon.....	34	30	1,373
Halifax.....	32	24	2,313
Sherbrooke.....	32	26	855
St. Thomas.....	31	24	1,761
Windsor.....	31	22	1,453
Moose Jaw.....	28	26	1,723
Fort William.....	27	22	1,127
Brandon.....	26	21	901
North Bay.....	24	21	1,503
Moncton.....	24	19	2,051
Lethbridge.....	24	22	1,650
Stratford.....	23	14	1,292
Brantford.....	22	16	712
St. Catharines.....	21	16	693
Guelph.....	21	16	401
Port Arthur.....	21	17	1,014
Kingston.....	20	14	584
Totals.....	1,438	1,067	132,180

TRADES AND LABOUR CONGRESS OF CANADA

The Trades and Labour Congress of Canada, which was originally established in 1873, is the most representative labour body in the Dominion, and is designated as the legislative mouthpiece of the Canadian organized workers. The congress has in affiliation two national organizing bodies, two provincial federations of labour, 41 trades and labour councils, 41 directly chartered unions, as well as the Canadian membership of 57 international organizations, with 1,297 local branches, the combined directly chartered and affiliated membership being 103,037.

The report makes extended reference to the various classes of delegate bodies which have been established as a part of the plan of labour organization in North America, and which are designed to co-ordinate the activities of unions of closely allied or particular trades in dealing with matters of like concern to all members of the bodies represented.

LABOUR ORGANIZATION ABROAD

Besides the information given in the report in regard to the membership of labour organizations in Canada and the United States, figures are published showing the numerical strength of organized workers in 44 other countries, the total for the 46 countries being 38,388,956. Of this number about 18,000,000 (though not in direct affiliation) are sympathetic towards the principles of the

International Federation of Trade Unions, with which organization the Trades and Labour Congress, with its 103,037 members, is affiliated. The following are the latest revised figures for the various countries as taken from the report:—

Argentina	120,000	Finland	47,312
Australia	729,155	France	1,068,046
Austria	1,044,068	Germany	6,900,000
Belgium	726,126	Great Britain and North Ireland	5,531,000
Brazil	104,000	Greece	88,000
Bulgaria	49,803	Holland	517,914
Canada	274,604	Hungary	267,885
Chili	162,000	Iceland	4,000
China	1,240,000	India	195,800
Cuba	100,000	Ireland (Free State)	148,501
Czecho-Slovakia	1,379,779	Italy	2,234,520
Denmark	271,676	Japan	235,000
Dutch East Indies	60,000	Latvia	38,867
Egypt	12,000	Portugal	36,000
Lithuania	28,250	Roumania	46,863
Luxemburg	14,087	Russia	7,846,789
Memel	3,894	South Africa	27,670
Mexico	838,000	Spain	453,578
New Zealand	96,821	Sweden	451,650
Norway	94,567	Switzerland	261,713
Palestine	21,707	United States	3,959,222
Peru	25,000	Yugo Slavia	64,000
Poland	539,089		
Esthonia	30,000		

REVOLUTIONARY LABOUR ORGANIZATIONS

Revolutionary labour organizations are dealt with in a chapter of the report which states that the Third (Communist) International of Moscow is responsible for the establishment of the Red International of Labour Unions, a body designed to propagate the communist doctrine in the trade unions. The Red International declares itself to be "an international which, together with the Communist International, will organize the working class for the overthrow of capitalism, the destruction of the bourgeois state and the setting up of the dictatorship of the proletariat; an international which will seize all the means of production and establish the communist commonwealth." The affiliate in Canada of the Communist International is the Communist Party of Canada (originally the Workers' Party), with headquarters in Toronto, and which recognizes the Moscow body as the only real centre of world revolutionary activities. As an aid to the propagation of the communist doctrine among the Canadian youth there is the Young Communists' League, a body which was formed under the auspices of the Communist Party, and which is affiliated with the Young Communist International of Moscow. The official representative in America of the Red International of Labour Unions is the Trade Union Educational League. One of the objects of the league is the changing of the old-established plan of craft labour organization to what is known as industrial unionism, similar to the system in operation in Russia—one union for each industry. Adherents of the league, who are also members of trade unions, it is alleged, are endeavouring by a system called "boring from within", to secure support for the proposed plan of labour reorganization, following the accomplishment of which the organized workers on this continent are to be affiliated with the Red International. The report points out how the parent communist body and the communist leaders emphasize the importance of work in the trade unions, which are declared to be the natural link between the Communist Party and the working class, and that it is only through this medium that the party can permeate the labour movement. The tactics of the communists, the report states, have encountered strong opposition from the old-established trade unions, some of which, with a view to combating the communists' propaganda, have

expelled its advocates or outlawed "Red" organizations. In this respect Mr. Wm. Green, president of the American Federation of Labour, advises labour unions that "there is only one way to handle a communist found in a union; make public his affiliation and expel him." Among the organizations to recently deal with the matter of communists is the United Brotherhood of Carpenters and Joiners, which body warned all of its members, on pain of forfeiture of membership, to refrain from joining or giving assistance to any communist body, while the attitude of the United Mine Workers of America was indicated in official instructions declaring communist organizations dual to the U.M.W., which makes any member joining such bodies liable to expulsion from the miners' union. Among other interesting items regarding the activities of the communists both at home and abroad is the statement that the British Labour Party has once more refused to accept the affiliation of the British Communist Party, the proposal being decisively defeated.

INDUSTRIAL WORKERS OF THE WORLD

The reference in the report to the origin and development of the Industrial Workers of the World, commonly known as the I.W.W., shows that, though the organization was apparently firmly established in 1905 with a declared membership of 400,000, it has experienced such divisions within its ranks, which on three occasions have disrupted its solidarity, that at the close of 1926 the total membership had dropped to 34,450. The I.W.W. was originally intended to function as a political as well as an industrial organization, but the political plank was discarded in 1908. The organization claims to be the advocate of revolutionary industrial unionism, its chief objective being the abolition of the wage system. Repeatedly its leaders have run counter to the laws of the United States, and the report indicates the record of indictments and convictions registered against many of its adherents, chief of the indictments being that entered in Chicago in 1917, when 94 members of the organization were convicted for interfering with the execution of certain wartime measures of the United States Government. Although professing revolutionary principles, the I.W.W. has not shown any sympathy towards communism, always refusing to affiliate with the Red International of Labour Unions, the trade union adjunct of the Communist International of Moscow. There are now six branches of the I.W.W. in Canada, the same number as in 1925, with a reported membership of 4,600—a decrease of 5,400 as compared with the report for last year.

INJUNCTIONS IN INDUSTRIAL DISPUTES

Reference is made to the persistent opposition of the organized labour movement to the issuance of injunctions in industrial disputes, in which it is stated that the first application for such an injunction came before a Canadian court in 1885 and that the first writ of this nature in the United States was granted in 1888. An outline is given of the origin and history of injunction procedure as it developed in the legal systems of Great Britain and Canada, culminating in the former country with the enactment of the Trade Disputes Bill in 1906, which practically precluded the further issuance of injunctions in labour disputes in Great Britain. The report also traces the development of the steady opposition of the Trades and Labour Congress of Canada to the employment of the injunctive powers of the courts as applied to strikes and lockouts, nearly every convention of the organization since 1900, with the exception of those held in the war years, supporting the executive in its emphatic opposition to the injunction process in labour disputes. The Trades and Labour

Congress has concentrated chiefly on pressing for the reinsertion in the Criminal Code of those sections (which had been abolished in 1892 when the criminal law was codified) which permitted the right of peaceful picketing. In 1921 when the executive of the Trades Congress presented its annual legislative program, the position of the Federal Government in regard to the above mentioned sections was defined in a memorandum from the Department of Justice, which declared, in part, "that picketing, however conducted, when it consists of watching or besetting, is always and of necessity in the nature of an annoyance to the person picketed. As such, it must savour of compulsion, and it cannot be doubted that it is because it is found to compel that trade unions systematically resort to it." Reaffirming its demands, the convention replied in part that "trade unions do not ask to be placed above the law," and that "the right to seek and impart information during the progress of a strike should not be so considered, unless the right to organize, bargain collectively and strike is to be also declared illegal." At its 1926 convention the Trades Congress again dealt at length with this question of picketing and injunction, the executive council and the provincial executives being urged to press for demands for remedial action. The American Federation of Labour has similarly conducted an insistent and long campaign against the issuance of injunctions in industrial disputes, and the report details the successive steps taken by various conventions of the A.F. of L., especially since 1896, to secure curtailment of the powers of the courts regarding injunctions.

LABOUR BANKS

The report outlines the progress which has taken place in the establishment of labour banks. The first institution of the kind in North America commenced operations on May 15, 1920, as a result of the purchase by the International Association of Machinists of the Mount Vernon Savings Bank at Washington, D.C. In November of the same year, at Cleveland, the second, and perhaps the most powerful of the labour banks, opened up under the name of the Brotherhood of Locomotive Engineers' Co-operative National Bank. From these two conspicuous successes, the report shows how rapid has been the development of labour banking until at the close of 1926 there were 38 labour banks in operation, the total deposits of which were \$108,584,597, while their combined resources amounted to \$127,849,318; capitalization totalled \$10,366,600, and surplus and profits aggregated \$3,799,422. Of the 38 labour banks, the Brotherhood of Locomotive Engineers has established 15, the combined resources of which exceed \$54,500,000. In addition to these banking institutions, organized labour is represented in the investment field with 10 investment companies, 8 of which are owned by the Brotherhood of Locomotive Engineers, which body, with its 15 banks and 8 investment companies, together with its interests in trust companies, is estimated to have resources approximating \$150,000,000.

LABOUR IN POLITICS

A chapter of the report is devoted to indicating the developments of labour political parties in Canada, and in which is outlined the proceedings of the 1926 conventions of these bodies. In the Federal election of September 14, 1926, there were 18 candidates nominated solely under the auspices of labour political parties, and, of these three were elected, all the others, with one exception, losing their deposits. In addition there was one Communist nominee and three Independent Labour candidates, all of whom also lost their deposits. Only three Labour candidates were entered in the Ontario provincial election, one

being elected. In the Alberta provincial election, the Alberta section of the Canadian Labour Party officially nominated twelve candidates, five of whom were elected. An Independent Labour candidate in Calgary, who opposed the choice of the Labour Party, was also elected. In 26 localities 100 candidates were nominated or endorsed for municipal office by labour political parties or organized labour bodies. Of these, 44 were elected to the following positions: Mayor, 1; aldermen and councillors, 28; school trustees, 13; police commissioners, 2.

TRADE UNION BENEFITS

For the calendar year 1926, the report points out, seven of the non-international organizations made payments for benefits, viz: (1) Amalgamated Carpenters of Canada, \$805 for death benefits, \$298 for sick benefits, and \$247 for tool benefits, making a total of \$1,350; (2) Canadian Carpet Weavers' Beneficial Association, \$150 for death and \$650 for other benefits, a total of \$800; (3) Canadian Electrical Trades Union, \$4,824.25 for death benefits and \$936 for other benefits; (4) Dominion Railway Mail Clerks' Federation, \$18,036 for death benefits; (5) Engineers' Mutual Benefit Fund, \$159.20 for relief for children of destitute engineers; (6) Federated Association of Letter Carriers, \$5,000 for death benefits; (7) Mine Workers' Union of Canada, \$1,002.45 for strike and \$864.45 for other benefits, making a grand total of \$32,972.35 expended by the non-international bodies, an increase of \$9,788.35 as compared with the disbursements in 1925.

Of the 91 international organizations with branches in Canada, 60 reported disbursements for benefits, the combined expenditure being \$22,565,857, an increase of \$5,168,586 as compared with the previous year. The disbursements for each class of benefit were as follows:—

Death benefits	\$12,684,239
Unemployed and travelling benefits	340,421
Strike benefits	2,218,622
Sick and accident benefits	3,828,357
Old age pensions and other benefits	3,494,218

BENEFITS PAID BY LOCAL BRANCHES

In addition to the amounts expended for benefits by the central organizations a statement is also included in the report showing the amounts disbursed in benefits by local branch unions to their own members. The total of these payments were \$316,922, an increase of \$33,780 over the year 1925, the disbursements for 1926 for each class of benefit being:—

Death benefits	\$105,211
Unemployed benefits	11,513
Strike benefits	35,590
Sick benefits	126,162
Other benefits	38,516

The following tables showing the expenditures in detail are reproduced from the report:—

Name of Organization	Death Benefits	Unemployed and Travelling Benefits	Strike Benefits	Sick and Accident Benefits	Old Age Pensions and other Benefits
	\$	\$	\$	\$	\$
American Federation of Labour.....			41,913		
Bakery and Confectionery Workers' International Union of America.....	450			1,684	
Barbers' International Union of America, Journeymen.....	77,318		15,470	194,917	
Blacksmiths, Drop Forgers and Helpers, International Brotherhood of.....	12,075				
Boilermakers, Iron Shipbuilders and Helpers, Brotherhood of.....	(a) 160,300				855
Bookbinders, International Brotherhood of.....	36,100				
Boot and Shoe Workers' Union.....	35,700			(b) 84,097	
Bricklayers, Masons and Plasterers' International Union of America.....	218,311				(c) 940,685
Bridge, Structural and Ornamental Iron Workers, International Association of.....	51,189				82,850
Broom and Whisk Makers' Union, International.....	1,250			700	
Carpenters and Joiners, United Brotherhood of.....	687,093		540,439	43,500	
Cigarmakers' International Union of America.....	252,618	16,375	98,344	167,297	
Cloth Hat, Cap and Millinery Workers' International Union.....			10,828	10,570	
Commercial Telegraphers' Union of America.....	3,200			(d) 5,000	
Conductors, Order of Sleeping Car.....	20,000				
Electrical Workers, International Brotherhood of.....	255,000				
Firemen and Oilers, International Brotherhood of.....	7,600				
Fur Workers' Union, International.....	19,300				
Garment Workers of America, United.....					
Glass Bottle Blowers' Association of the United States and Canada.....	37,193				
Glass Workers Union, American Flint.....			2,484		
Granite Cutters' International Association of America.....	66,984		1,043	5,750	16,335
Hotel and Restaurant Employees' International Alliance and Bartenders' International League of America.....	35,615		67,141	48,663	11,450
Hod Carriers, Building and Common Labourers' Union, International.....	38,400				
Lathers, International Union, Wood, Wire and Metal.....	23,237				
Leather Workers' International Union, United.....	1,500			2,200	
Lithographers of America, Amalgamated.....	44,300		22,754		
Locomotive Engineers, Brotherhood of.....	2,704,132		450,239	362,333	1,025,000
Locomotive Firemen and Enginemen, Brotherhood of.....	(a) 1,321,650		500,197	340,086	237,775
Locomotive International Association of.....	129,110				
Machinists, International Association of.....	106,230			(d) 54,187	
Maintenance-of-Way Employees, Brotherhood of.....	12,350		22,250		
Meat Cutters and Butcher Workmen, Amalgamated.....	9,175	3,300	3,660		
Metal Polishers' International Union.....	500		2,332		
Metal Workers' International Association, Sheet.....	125,403	50,940	121,811	200,753	(c) 31,625
Moulders' Union of North America, International.....					
Painters, Decorators and Paperhangers of America, Brotherhood of.....	313,505				
Papermakers, International Brotherhood of.....	5,725				
Pattern Makers' League of North America.....	8,300		7,360	6,554	563
Paving Cutters' Union of the United States and Canada.....	4,600	1,723	259		
Photo Engravers' Union of North America, International.....	200		55	690	
Piano, Organ and Musical Instrument Workers' International Union.....	920	1,000	2,500	325	
Plumbers, Gas Fitters, Steam Fitters and Steam Fitters' Helpers, United Association of Journeymen.....	97,724		39,810	118,285	
Printing Pressmen and Assistants' Union, International.....	92,466		1,672		
Quarry Workers' International Union.....	2,377		850		700
Railroad Employees, Canadian Brotherhood of.....				474	625
Railroad Signalmen of America, Brotherhood of.....	2,646				
Railroad Telegraphers, Order of.....	148,000				
Railroad Trainmen, Brotherhood of.....	2,518,307			(d) 1,818,175	
Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, Brotherhood of.....	139,049				
Railway Carmen, Brotherhood of.....	16,450	1,700			
Railway Conductors, Order of.....	1,659,723	(e) 264,408		172,215	80,500
Railway Employees of America, Amalgamated Association of Street and Electric.....	(a) 635,243		28,248	174,027	57,600
Retail Clerks' International Protective Association.....	5,425				
Steam and Operating Engineers, International Union of.....	29,000		8,740		
Stereotypers and Electrotypers' Union, International.....	15,400		23,196		
Stone Cutters' Association, Journeymen.....	23,000		6,500		
Stove Mounters' International Union of North America.....	2,500	975	4,558		
Tailors' Union of America, Journeymen.....	9,857		19,699	15,875	
Teamsters, Chauffeurs, Stablemen and Helpers, International Brotherhood of.....			20,290		
Typographical Union, International.....	395,909		(f) 143,980		1,007,650
Totals.....	12,684,239	340,421	2,218,622	3,828,357	3,494,218

(a) Includes disability benefits. (b) Includes \$6,650 disability benefits. (c) Old age and disability relief. (d) Disability benefits. (e) Relief. (f) Includes special assistance to local unions.

Local Branches of International Organizations	Number of Unions Reporting	Death Benefits	Unem- ployed Benefits	Strike Benefits	Sick and Accident Benefits	Other Benefits
		\$	\$	\$	\$	\$
American Federation of Labour.....	2	325	200			100
Bakery and Confectionery Workers' International Union of America.....	5	350	100	600	1,070	
Barbers' International Union of America, Journeymen.....	18	1,250			3,725	317
Bricklayers, Masons and Plasterers' International Union of America.....	13	4,125			400	296
Blacksmiths, Drop Forgers and Helpers, International Brotherhood of.....	3		30		31	25
Boiler Makers, Iron Shipbuilders and Helpers, Brother- hood of.....	10	2,010	349		2,315	15
Bookbinders, International Brotherhood of.....	2	800				
Boot and Shoe Workers' Union.....	3		91	45	68	6
Brewery, Flour, Cereal and Soft Drink Workers, Inter- national Union of the United.....	5	50	80	55	444	105
Carpenters and Joiners, United Brotherhood of.....	26	5,750	27	1,895	2,927	2,921
Cigarmakers' International Union of America.....	7	1,600	842		4,547	95
Cloth Hat, Cap and Millinery Workers' International Union.....	4		475	9,271	370	250
Clothing Workers of America, Amalgamated.....	1	250	300	1,300	300	
Commercial Telegraphers Union of America.....	1				104	
Elevator Constructors, International Union.....	1					25
Electrical Workers, International Brotherhood of.....	4				504	
Fire Fighters, International Association of.....	7	4,025			31	512
Firemen and Oilers, International Brotherhood of.....	2		25		85	192
Fur Workers' Union, International.....	3			300		75
Garment Workers' Union, International Ladies.....	1			1,047	444	
Garment Workers' Union, United.....	5		141	100	100	150
Glass Workers' Union, American Flint.....	1				100	
Glass Bottle Blowers' Association of the United States and Canada.....	1	1,000				
Granite Cutters, International Association.....	1	300			750	
Hod Carriers, Building and Common Labourers' Union, International.....	2	576	60		25	
Hotel and Restaurant Employees' International Alliance and Bartenders' International League.....	6	225	100	750	1,374	330
Laundry Workers' International Union.....	1				20	10
Lathers, International Union of Wood, Wire and Metal.....	1		75		6	
Lithographers of America, Amalgamated.....	3		246		636	20
Longshoremen's Association, International.....	4	1,229		82	1,025	
Locomotive Engineers, Brotherhood of.....	37	459	315	8,308	1,380	1,484
Locomotive Firemen and Enginemen, Brotherhood of.....	23		269		3,301	1,139
Machinists, International Association of.....	17	1,125	171	15	763	387
Maintenance-of-Way Employees, Brotherhood of.....	52	1,223	100	820	1,799	829
Metal Workers' International Union, Sheet.....	1					3
Mine Workers of America, United.....	11	200	3,180	2,492	525	1,962
Moulders' Union of North America, International.....	22	1,095	460	5	4,756	575
Musicians, American Federation of.....	13	2,250	10	1,255	843	951
Painters, Decorators and Paperhangers of America, Brotherhood of.....	3	3,050				1,610
Papermakers, International Brotherhood of.....	7	2,741	185	1,544	60	353
Pattern Makers' League of North America.....	2		40		290	
Photo Engravers' Union of North America, International.....	3	570	265		250	475
Piano, Organ and Musical Instrument Workers' Union.....	1	200		24	48	
Plasterers and Cement Finishers' International Associa- tion, Operative.....	5	2,350		366	158	300
Plumbers, Gas Fitters, Steam Fitters and Steam Fitters' Helpers, United Association of Journeymen.....	17	600	76		1,984	690
Printing Pressmen and Assistants Union, International.....	6	500	68		90	208
Pulp, Sulphite and Paper Mill Workers, International Brotherhood of.....	6	85		75	2,145	155
Quarry Workers' International Union of North America.....	1					3
Railroad Employees, Canadian Brotherhood of.....	27	690	111	65	946	607
Railway Carmen, Brotherhood of.....	39	1,843	631	125	3,090	814
Railroad Signalmen of America, Brotherhood of.....	1					30
Railway and Steamship Clerks, Freight Handlers, Ex- press and Station Employees, Brotherhood of.....	10	100	20		323	305
Railway Conductors, Order of.....	14	230	75		3,005	
Railway Employees of America, Amalgamated Associa- tion of Street and Electric.....	14	8,164	25	60	17,838	408
Railroad Telegraphers, Order of.....	1				25	
Railroad Trainmen, Brotherhood of.....	37	22,196	123		17,251	13,879
Retail Clerks' International Protective Association.....	1					200
Seamen's Union, International.....	1	100			131	975
Stage Employees, International Alliance of Theatrical.....	10	805	42	371	560	270
Steam and Operating Engineers, International Brother- hood of.....	9	527	77	90	25	298
Steam Shovel and Dredgemen, International Brother- hood of.....	1	1,500			1,000	
Stereotypers' and Electrotypers' Union, International.....	1	20			5	
Stonecutters' Association of North America, Journeymen.....	2	200			75	
Switchmen's Union of North America.....	2				25	67
Tailors' Union of America, Journeymen.....	4	100			370	
Teamsters, Chauffeurs, Stablemen and Helpers, Inter- national Brotherhood of.....	3	150		15	3,346	
Typographical Union, International.....	16	2,947			7,438	481
Upholsterers' International Union.....	2	100		54	20	

Local Branches of International Organizations	Number of Unions Reporting	Death Benefits	Unemployed Benefits	Strike Benefits	Sick and Accident Benefits	Other Benefits
<i>Local Branches of Non-International Organizations</i>		\$	\$	\$	\$	\$
Amalgamated Carpenters of Canada.....	7	680	211	120	233	304
Brotherhood of Canadian Pacific Express Employees.....	4	15	150		82	150
Canadian Federation of Bricklayers, Masons, Plasterers.....	1	400				
Canadian Carpet Weavers' Beneficial Association.....	2		68		50	40
Dominion Railway Mail Clerks' Federation.....	2	448		88		
Dominion Mail Porters and Postal Chauffeurs' Association.....	1				15	
Federated Association of Letter Carriers.....	5				28	73
Mine Workers' Union of Canada.....	7	940		3,138	2,653	369
Provincial Federation of Ontario Fire Fighters.....	4	46			240	174
Canadian Federation of Labour.....	1					13
National and Catholic Unions.....	26	8,803	78	1,100	11,945	
Trades and Labour Congress of Canada.....	11	5,359	15		225	274
<i>Independent Local Bodies</i>						
Barbers' Union, St. Catharines.....	1				60	
British Columbia Miners' Association, Fernie.....	1	650	1,470			
British Columbia Miners' Association, Michel.....	1	300				
British Columbia Fishermen's Protective Association, Sunbury.....	1	15	5			
Civic Employees' Association, New Westminster.....	1				25	50
Civic Employees' Union, South Vancouver.....	1	25				
Civic Employees' Federation of Winnipeg.....	1			5	35	
Japanese Workers' Union of Canada.....	1		132	10		342
Independent Brotherhood of Telephone Workers, Winnipeg.....	1	550			380	
Independent Lumber Handlers' Association, Vancouver.....	1	75			72	
Labourers' Protective Association, Charlottetown.....	1					250
Piano Action and Key Workers' Union of Toronto.....	1				105	
Quebec Ship Labourers' Benevolent Society.....	1	670			900	300
Syndicated Longshoremen of Montreal.....	1	2,900			13,285	
Steveston Fishermen's Benevolent Society (Japanese).....	1					1,200
Union Torcedores de Habano (Cuban Cigar Makers), Montreal.....	1				63	
Vancouver and District Waterfront Workers' Association.....	1	200			500	75
Water Works Operators' Union, Winnipeg.....	1	3,150				
Totals.....	654	105,211	11,513	35,590	126,162	38,516

NON-TRADE UNION ORGANIZATIONS

Space is given in the report to a class of associations which are in no way connected with the organized labour movement, but which in the main are composed of wage-earners, and are considered to be of sufficient importance to justify their names being included in a report designed to show the standing of bodies of wage-earners in the Dominion. There are 80 associations included in this non-trade union group, 19 of which are composed of school teachers, 26 of Government employees, 4 of municipal employees, six of commercial travellers, and the remaining 25 are of a miscellaneous character, the whole comprising a reported membership of 95,697, an increase of 5,209 over the number recorded in 1925.

VII. ORGANIZATION IN INDUSTRY, COMMERCE, AND THE PROFESSIONS IN CANADA

In addition to the report discussed in chapter VI, the work of the Labour Intelligence Branch includes the preparation of the Report on Organization in Industry, Commerce and the Professions in Canada. This report was originated in 1921 with a view to meeting the demand for information showing the extent to which organization prevails in the Dominion among persons engaged in industrial, commercial and professional pursuits. The marked approval given the first report prompted the issuance of a second volume on the same subject, and since 1923 the report has appeared annually, that for 1926 being counted as the fifth. The names of the associations included in the volumes, and which are divided into the groups below enumerated, indicate that there are in Canada organizations covering almost every phase of industrial, commercial and professional activity:—

- | | |
|--|--|
| I. Manufacturing. | X. Agriculture. |
| II. Building and Construction. | XI. Dairying. |
| III. Mining. | XII. Horse, Live Stock, Sheep Breeders, etc. |
| IV. Transportation and Communication. | XIII. Co-operative Societies. |
| V. Printing and Publishing. | XIV. Wholesale Merchants. |
| VI. Laundering, Cleaning, Repairing, etc. | XV. Retail Merchants. |
| VII. Personal Services and Amusement. | XVI. Real Estate Dealers. |
| VIII. General Manufacturers and Employers. | XVII. Professional. |
| IX. Financial. | XVIII. Technical and Scientific. |
| | XIX. Insurance. |
| | XX. Funeral Service. |

It is pointed out in the report that the membership included in the first eight of the above divisions, which consists of 353 associations, with a combined membership of 24,197, is composed of employers or firms who are for the most part operating industries in which the employment of help is essential. With some of the corresponding organizations of workpeople these employers have agreements covering the conditions of employment in their respective establishments. In the remaining groups the employment of labour is in some cases only incidental, and, with the exception of the personal service and amusement and the retail merchants groups, there is no corresponding body of organized employees. Although the majority of the associations whose names are recorded in the report are wholly Canadian, a number are identified with organizations whose headquarters are in the United States. The report states that there are in the Dominion 1,318 main and 623 branch associations, making in all 1,941, an increase of 616 in the number recorded in 1925. The bulk of this increase is accounted for in the co-operative societies group, which now embraces 802 associations, 554 more than appeared in the report for the previous year. The total membership of all classes of associations is 1,238,812, an increase of 205,681.

The following table shows the number of associations in each group, together with the number of branch associations, where such are in existence, as well as the reported membership.

	Main Associations	Branch Associations	Reported Membership
I. MANUFACTURING—			
Canadian Manufacturers' Association.....	1	26 (a)	4,150
Metal Trades.....	2		82
Horseshoers and Carriage Workers.....	5	62	1,205
Furniture and Musical Instruments.....	3		94
Lumber.....	13	1	726
Pulp and Paper.....	2		145
Box Making.....	2		85
Clothing, Boot and Shoes.....	6		385
Rubber.....	1		89 (b)
Woollen.....	1		112
Food and Beverages Preparation.....	11	10	827
Fishing and Fish Preparation.....	8	1	1,730 (c)
Cigars and Tobacco.....	1	1	48
Monumental.....	1		98
Pharmaceutical.....	2		151
Brick, Tile and Glass.....	4		231
Other Manufactures.....	2		381
Totals.....	65	101	10,539
II. BUILDING AND CONSTRUCTION—			
General Builders and Supply Men.....	4	23	1,705
Painters and Decorators.....	3	12	249
Plumbers.....	5	10	525
Electrical Contractors.....	3		281
Other Electrical Associations.....	2		20
Other Associations in the Building Industry.....	6	2	100 (d)
Totals.....	23	47	2,880
III. MINING—			
Metal Mining.....	4		132
Chambers of Mines and Mining Prospectors.....	4		683
Natural Gas and Oil Promoters.....	2		322
Totals.....	10		1,137
IV. TRANSPORTATION AND COMMUNICATION—			
Railway Service.....	5	3	299 (e)
Navigation.....	4	4	2,293 (f)
Street Railway Service.....	2		94 (g)
Warehousing and Cartage.....	6		301
Communication.....	3		253 (h)
Totals.....	20	7	3,240
V. PRINTING AND PUBLISHING—			
United Typothetae of America.....	1	3	200
Other Commercial Printers.....	4		244
Newspaper and Directory Publishers.....	13		917 (i)
Advertising.....	6		924
Totals.....	24	3	2,315
VI. LAUNDERING, CLEANING, REPAIRING, ETC.—			
Laundrymen.....	2	7	126
Cleaners and Dyers.....	1		7
Shoe Repairers.....	2	6	165
Totals.....	5	13	298
VII. PERSONAL SERVICE AND AMUSEMENT—			
Hotel Keepers and Restaurateurs.....	9	2	1,112
Amusement.....	4	7	238
Hair Dressers.....	1	5	650
Master Barbers.....	4		1,436
Totals.....	18	14	3,436
VIII. GENERAL MANUFACTURERS AND EMPLOYERS—			
Manufacturers.....	2		102 (j)
Employers.....	1		250 (k)
Totals.....	3		352
IX. FINANCIAL—			
Bankers.....	2	2	121
Other Financial Associations.....	5	16	1,396 (l)
Totals.....	7	18	1,517

	Main Associations	Branch Associations	Reported Membership
X. AGRICULTURE—			
Canadian Council of Agriculture.....	1		150,000
United Farmers.....	7		47,517
Other Agricultural and Allied Societies.....	31	38	263,983 (m)
Exhibition Associations.....	3		250,008
Totals.....	42	38	711,508
XI. DAIRYING—			
General Dairymen.....	22	38	35,030
Other Dairying and Allied Associations.....	5		9,226
Totals.....	27	38	44,256
XII. HORSE, LIVE STOCK, SHEEP BREEDERS, ETC.—			
Horse Breeders.....	18		4,846
Live Stock Breeders and Kindred Associations.....	26	14	45,791
Sheep Breeders.....	9		3,542
Swine Breeders.....	9		4,124
Beekeepers.....	13		2,939
Poultry Producers.....	19	9	3,734
Fur Producers, etc.....	7		5,277
Totals.....	101	23	70,253
XIII. CO-OPERATIVE SOCIETIES—			
Co-operative Union of Canada.....	1	20	20 (n)
Fruit and Vegetable Growers.....	76	66	15,123
Dairying.....	38		11,697
Live Stock and Allied Associations.....	32		12,008
Grain Growers.....	222		162,529
Miscellaneous Co-operative Societies.....	335	12	64,066 (o)
Totals.....	704	98	265,423
XIV. WHOLESALE MERCHANTS—			
Wholesale Grocers.....	5		69
Other Wholesale Dealers.....	15		1,024
Montreal Board of Trade.....	1	9	320
Toronto Board of Trade.....	1	6	176
Calgary Board of Trade.....	1	6	370
Vancouver Board of Trade.....	1	13	
Other Boards of Trade.....	2		58
Totals.....	26	34	2,017
XV. RETAIL MERCHANTS—			
Retail Merchants' Association.....	1	70 (p)	(p)
Retail Jewellers.....	1	16	852
Clothiers and Merchant Tailors.....	8		348
Other Retail Dealers.....	28		8,775
Totals.....	38	86	9,975
XVI. REAL ESTATE DEALERS—			
National Association of Real Estate Boards.....	1	13	414
Totals.....	1	13	414
XVII. PROFESSIONAL ASSOCIATIONS—			
Legal.....	19	7	10,115
Medical.....	26	2	21,179
Dental.....	19		4,231
Chiropractors.....	3		229
Nurses.....	23		10,000
Opticians.....	8		307
Druggists.....	11		3,353
Engineering.....	14	38	27,232 (q)
Architects.....	7		608
Surveyors.....	7		885
Chartered Accountants.....	14	5	2,954
Literature, Art and Music.....	9	12	4,124
Veterinarians.....	3		491
Miscellaneous.....	2	3	340
Totals.....	165	67	86,048
XVIII. TECHNICAL AND SCIENTIFIC—			
Canadian.....	10	4	2,845
International.....	9	8	2,460
Royal Society of Canada.....	1	5 (r)	
Totals.....	20	17	5,305

	Main Associations	Branch Associations	Reported Membership
XIX. INSURANCE—			
Fire, Life and Automobile.....	10		3,717 (s)
Accident and Fire Prevention.....	4	6	12,550 (t)
Other Associations in this Group.....	2		1,106
Totals.....	16	6	17,373
XX. FUNERAL SERVICE—			
Funeral Directors.....	3		526
Totals.....	3		56
GRAND TOTALS.....	1,318	623	1,238,812

(a) Trade sections. (b) Includes 20 firms. (c) Includes 15 firms. (d) Includes 16 firms. (e) Representation railway systems. (f) Includes 329 vessels. (g) Includes 48 companies. (h) Includes 18 companies. (i) Includes 98 daily newspapers. (j) Includes 12 companies. (k) Representation all firms. (l) Includes 75 companies. (m) Includes 106 companies. (n) Represents societies only. (o) Includes 30 societies. (p) Includes 9 provincial boards and 61 trade sections; information as to total number of local associations and membership not obtainable. (q) Includes 16,000 members of Canadian Forestry Association. (r) Represents the five sections into which the society is divided. (s) Includes 255 insurance companies. (t) Includes four companies.

VIII. LABOUR LEGISLATION IN CANADA

The annual report on Labour Legislation in Canada for 1926 is the twelfth report on this subject to be issued by the department and the sixth supplement to the volume showing labour legislation in Canada as existing on December 31, 1920. The first report of the series was issued in 1915 and contained the text of the labour laws which had been enacted by the Parliament of Canada and by the provincial legislatures up to December 31, 1915. This volume was followed by annual supplements in the years 1916-19. The report for 1920 was again a consolidation covering legislation to the end of that year, and supplements thereto have been issued annually. The introduction to each report contains a summary of the principal laws which have been passed during the year. Since 1922 the reports have been published in French as well as in English. The English edition of each supplement contains a cumulative index covering the contents of the basic volume and supplements.

The report for 1926, which contains 88 pages, shows that a considerable amount of legislation of interest to labour was enacted during the year and covered a wide range of subjects. Owing to the fact that the 1926 session of the British Columbia Legislature continued into 1927, the laws passed thereat were not included.

INDUSTRIAL DISPUTES

In four provinces, Nova Scotia, New Brunswick, Manitoba, and Saskatchewan, laws were passed similar to that enacted in British Columbia in 1925, taking advantage of the 1925 amendment to the Dominion Industrial Disputes Investigation Act and making that Act applicable to disputes which are within the exclusive jurisdiction of the province. The Alberta Legislature enacted a new law, the Labour Disputes Act, which is based on the Industrial Disputes Investigation Act. It does not, however, contain any provisions similar to those in the federal statute which prohibit a strike or lockout prior to a reference to a Board of Conciliation and Investigation. The Act applies to all industries in the province and provides for a provincial Board of Conciliation. Owing to the fact that these five laws passed their respective legislatures during the fiscal year 1925-26, they were fully dealt with in the report of this department covering that period. For that reason they are not given a detailed description here.

An amendment to the School Act of Alberta repealed a section which authorized the Minister of Education to appoint a Board of Conciliation to inquire into a dispute relating to the proper carrying out of a contract between a school board and its teachers, and replaced it with a section providing for the establishment of a Board of Reference to serve as a Board of Conciliation in any dispute between a school board and its teachers. The Board of Reference consists of three members appointed by the Lieutenant-Governor in Council. The school trustees and the teachers are represented by one member each, and the third member, who must be independent of both parties, is chairman of the board. Disputes may be referred to the board on application by either party to the Minister of Education. On the request of both parties, the board may act as a Board of Arbitration with power to enforce the attendance of witnesses and the production of documents. The award in such cases is binding upon both parties.

LABOUR DEPARTMENT AND LABOUR STATISTICS

New Brunswick was added to the number of provinces which have committed the interests of labour to the charge of a minister, the Department of Health being enlarged to include Labour.

The Nova Scotia Statistics Act makes provision for the collection of statistics relating to agriculture, fishing, lumbering, milling, mining, quarrying, manufacturing and other interests, including the number of persons employed and the amount of wages paid.

WAGES AND HOURS OF LABOUR

The Factories Act of the province of Alberta was revised and amended and now contains a clause providing that, wherever a minimum wage has been fixed for female workers in any class of employment, no male worker may be employed in such class at a lower wage.

In Saskatchewan and Quebec the minimum wage laws for women were amended. The amendment to the Saskatchewan Act provides that a magistrate convicting an employer of paying wages at a lower rate than that fixed by the Minimum Wage Board shall order him to pay to the employee the difference between the amount actually paid her and that to which she is entitled. Formerly it was necessary for the employee to bring a civil action to recover the amount due her.

The amendment to the Quebec Minimum Wage Act increases the number of commissioners from three to four.

In Saskatchewan an Order in Council dated January 18, 1926, provided for the more effective carrying out of the Fair Wage Resolution passed by the legislature on January 7, 1913.

Other enactments touching the subject of wages included amendments to the mechanics' lien laws of Manitoba and Saskatchewan, to the Attachment of Debts Act of Manitoba and to the Manitoba Companies Act.

The only measure dealing with hours of labour is contained in the consolidated and amended Factories Act of the province of Alberta. The provisions relating to hours of employment and shifts were omitted and a new section inserted which provides for a nine-hour day and a fifty-four hour week in all establishments covered by the Act, which include, as formerly, all factories in the province and shops, bake-shops, offices and office buildings in cities and towns having a population exceeding 5,000. The provision regarding hours of labour does not, however, apply to repair shops, creameries, cheese factories, grain elevators or saw-mills unless they are situated in a city or town having a

population of over 5,000. Employment for a longer period is also permitted for reasons of trade, occupation, accident or other necessity. It is further provided that a commission of three persons be appointed by the Lieutenant-Governor in Council to consider the questions involved in the establishment of a forty-eight hour week, the commission to report at the next session of the legislature.

EMPLOYMENT OF WOMEN AND CHILDREN, MOTHERS' PENSIONS, ETC.

In addition to the amendments to minimum wage laws for women in the provinces of Quebec and Saskatchewan which were described above under the heading "Wages, and Hours of Labour," the report notes a number of measures relating to women. Several enactments affecting children are also recorded.

The Female Employment Act of Saskatchewan passed by the legislature at the session of 1918-19 was replaced by a new law bearing the same title and applying not only to restaurants and laundries, but also to public hotels, boarding, lodging and rooming houses, and cafes. No person may employ a woman or girl in any capacity requiring her to lodge, reside or work in such an establishment without first obtaining a special license from the municipality in which the establishment is situated. The license, for which the fee may not exceed one dollar, must be renewed annually. The report recalls the fact that the first legislation of this character in the province of Saskatchewan was enacted in 1912 and forbade the employment of white women or girls in businesses owned or managed by a Japanese, Chinaman, or other Oriental. The constitutionality of this Act was challenged in the courts and was upheld by the Supreme Court of Saskatchewan in a judgment rendered in the case of *Rex vs. Quong Wing*.

The revised and amended Factories Act of Alberta contains a new clause providing that, where the whole or a part of the work in which female employees are engaged can be efficiently performed while they are seated, the employer must provide chairs or seats. The Act omits the clause forbidding night employment of women, but the Minimum Wage Act of this province gives the Minimum Wage Board authority to determine periods of employment and shifts, such determination to supersede any provision of the Factories Act on this subject.

That section of the Child Welfare Act of Manitoba which makes it an offence to cause a child under 16 years of age to be in any circus, place of amusement or other public place for the purpose of performing for profit or offering anything for sale, was amended to provide that an offence is committed whether the profit accrues to the person committing it or to the child.

In Nova Scotia an Act respecting immigrant children was passed and minor amendments were made to the Children's Protection Act and the School Attendance Act.

The Alberta Mothers' Allowance Act was amended to permit the payment of an allowance to a mother whose husband is unable to support his family on account of total disability which may reasonably be expected to continue for at least one year. This amendment comes into force on proclamation.

WORKMEN'S COMPENSATION

The Quebec Legislature enacted a new Workmen's Compensation law which was to have become effective on April 1, 1927, but which, by an amendment passed at the 1927 session, will not come into force before April 1, 1928. The new Act applies to the same classes of employees as the former one and, in addition, to persons employed in lumbering operations, on public roads, on docks.

and in places where explosives are used or kept; to employees of the Provincial Government; and to persons in charge of elevators or other machinery in commercial establishments. The Act specifically excludes domestic servants and persons employed in agriculture and on sailing vessels. Employers to whom the law does not apply may place themselves under its provisions by written agreement with workmen individually. Workmen engaged in the province to work outside are not entitled to compensation if they can claim it under the law of the place where the accident occurred. The amount of compensation payable in case of death is an allowance to the surviving consort of 20 per cent of the wages of the deceased workman, and to each child under the age of 16 years to the number of four 10 per cent of wages. Orphan children would receive 20 per cent of wages each with a maximum total payment of 60 per cent. Funeral expenses up to \$100 are allowed. Permanent total disability entitles the worker to 66 $\frac{2}{3}$ per cent of wages, and partial disability to 50 per cent of the sum by which his earnings are reduced. The amount of wages upon which the rent is calculated may not be less than \$600, nor more than \$2,000 per annum. The workman is entitled for a period of six months to all medical, surgical, pharmaceutical and hospital charges and to the supplying and normal renewing of the necessary prosthetic and orthopedic appliances. He is also entitled to transportation to the nearest hospital. The law requires that, with the exception of the Crown, public corporations and railways under the control of the Parliament of Canada, all employers must insure their workmen against accidents in an approved insurance company or make a satisfactory deposit with the Minister of Public Works and Labour. Deductions from wages for purposes of insurance are forbidden. The Act simplifies procedure for the recovery of compensation and provides that advocates representing the workman are entitled to taxable costs only and may not receive any retainer, fee or commission whatever. Employers must send written reports of accidents within thirty days to the Minister of Public Works and Labour.

The Railway Employees' Compensation Act passed by the Legislature of Prince Edward Island applies, as its name indicates, to railway employees only. Subject to the consent of the Federal Government, an accident fund is to be created and maintained by moneys provided from the Consolidated Revenue Fund of Canada under the provisions of the workmen's compensation law passed by the Parliament of Canada in 1918. A board of one or more members is to be appointed to administer the Act. The benefits payable in case of death are an allowance to the widow or invalid widower of \$30 per month, with an additional \$7.50 for each child under the age of 16 years if a boy and 18 years if a girl. Funeral expenses of \$100 are also payable. Compensation for total disability is provided, after a waiting period of seven days, at the rate of 55 per cent of the average earnings of the workman, and for partial disability at the rate of 55 per cent of the diminution of average earnings. Necessary medical, surgical, hospital and nursing aid is also provided.

An amendment to the Ontario Workmen's Compensation Act adds silicosis to the list of industrial diseases for which compensation is payable. In June, 1926, pneumoconiosis was made compensable by an amendment to regulation 94 of the Workmen's Compensation Board, and in September regulation 96 added compressed air illness.

VOCATIONAL EDUCATION

A number of enactments relating to technical education are noted in the report, including a new law in Quebec and amendments to existing laws in three other provinces.

The Quebec Technical or Professional Schools Act creates a Corporation of Technical or Professional Schools to administer technical education in the province. This body will consist of the Provincial Secretary, the Director General of Technical Education, the Principal of the Montreal School of Higher Commercial Studies, a representative of the School of Fine Arts of Quebec and Montreal, a representative of industry, and the Mayors of Quebec, Montreal and Hull. The members are appointed by the Lieutenant-Governor in Council for a term of five years and receive no remuneration, but are entitled to travelling expenses. The corporation will have complete financial control of the School for Higher Commercial Studies of Montreal, the technical schools of Montreal, Quebec, and Hull, and the Schools of Fine Arts of Quebec and Montreal, and will receive annual grants from Montreal, Quebec, and Hull, for their technical schools. It is empowered to pass by-laws for the administration of the schools, these by-laws to have the force of law. The Act further provides for the organization of the Quebec, Montreal and Hull technical schools, each of which, in addition to the principal and necessary staff, will have an advisory body called the Council of Improvement, consisting of seven members appointed by the Lieutenant-Governor in Council for a term of three years, serving without remuneration. Another section of the Act deals with the organization of the School of Higher Commercial Studies, which will also have a Council of Improvement.

The Vocational Education Act of New Brunswick was amended by substituting, for the provision which required farming, labour, manufacturing and commerce to have one member each on the Vocational Board, one which provides that consideration shall be given to these four interests and also to other industries and vocations in the selection of members of the board.

An amendment to the Ontario Vocational Education Act provides that, where a board of separate school trustees does not appoint a member to represent it on an advisory committee, the Board of Education may appoint one of its members to fill the vacancy.

The Saskatchewan Vocational Education Act was amended to require that applicants for admission to a day school in the commercial course shall hold Grade VIII diplomas or equivalent standing.

LABOUR ORGANIZATION

An amendment to the Quebec Professional Syndicates Act provides that syndicates forming part of a union or federation shall not be liable for the debts of such union or federation, and also that members of a syndicate who resign shall not be held personally liable for the debts of the syndicate.

PENSIONS

The Alberta Superannuation Act was amended to provide for the pensioning of members of the Workmen's Compensation Board and persons permanently employed by it, unless such persons are excluded by Order in Council. In this province also the Telephone and Telegraph Act was amended to authorize the Minister of Railways and Telephones to provide for a pension scheme for employees of the telephone system. The scheme must be approved by the Lieutenant-Governor in Council and administered by a board of three members. These members are to be elected by a popular ballot of all participating employees, one member being of sub-official or higher rank, one of a lower rank

than sub-official, and the third member, who will be chairman of the board, to be chosen by the general manager. The pension fund will be made up of contributions from employees and from the revenues of the telephone system.

In the revision and amendment of the Saskatchewan City Act the provisions relating to superannuation and benefit funds were made applicable to the police.

The scope of the New Brunswick law providing for teachers' pensions was widened by an amendment passed during the year.

UNEMPLOYMENT RELIEF

The report contains a note on the Order in Council (P.C. 315) dated March 2, 1926, setting forth the policy of the Government of Canada in regard to unemployment relief. The text of this Order in Council was given in the annual report of this department for 1925-26 at page 7.

IX. THE LIBRARY OF THE DEPARTMENT

The library of the Department of Labour was organized in 1900 when the department was created, and has steadily increased its collection of documents since that time. Through the exchange of publications with departments of other Governments carrying on work along similar lines, the department is kept in touch with labour matters in almost all countries of the world.

In addition to the official publications thus received, there is a valuable collection of publications of labour organizations and periodicals and newspapers published in the interests of organized labour. Included in this section are copies of the reports of the annual meetings of Canadian trade unions, the so-called "international unions," the American Federation of Labour, the Trades Union Congress of Great Britain and federated labour bodies in other countries. The department has made a special effort in recent years to obtain copies of early labour papers published in Canada and has met with some success. Among these recent additions is a file of *The Trades Journal* for 1880-90, published in the interests of the Provincial Workmen's Association of Nova Scotia, and copies of the minutes of proceedings of that organization for the years 1879-1917; *The Labour Union*, published in Hamilton in 1883, and *The Palladium of Labour*, published in the same city in 1883-6; *The Labour Advocate*, published in Toronto, 1890-1, and the *Minutes of the Toronto Trades Assembly*, 1871-8. Unfortunately, many of those into whose hands such documents fall are unaware of their value and they, accordingly, discard them.

A very complete collection of volumes dealing with labour problems, including labour legislation, is supplemented by books for reference and volumes on general economic subjects, history and law. The library receives annually about 600 periodicals, many of which are kept in bound form for permanent reference. A large number of these are British and foreign Government publications and are received free of charge in exchange for *The Labour Gazette*.

The primary purpose of the library is to serve as an information centre for the officers of the department and the library staff assumes the task of putting before the officers concerned the current information of interest to them. In addition, therefore, to sending daily to the various branches of the department the Government reports, pamphlets and periodicals received, according to their subject matter, a newspaper service is also maintained, about 160 newspapers

being clipped, including Canadian papers, *The London Times* and *Manchester Guardian*, three New York dailies and one from Australia, New Zealand and South Africa. The compilation of information on special subjects has been greatly facilitated in recent years by the detailed indexing of the entire library collection with the exception of the publications of labour organizations. The library catalogue, containing some 90,000 typed cards, permits ready reference on a large variety of subjects to all sections of the library, including periodicals, Government reports, pamphlets and press clippings.

Subject to the requirements of the departmental officers, the material in the library is at the disposal of the general public. Volumes are loaned to students and others in different parts of the country, and bibliographies are prepared and special information compiled when required.

X. COMBINES INVESTIGATION ACT, 1923

The fourth annual report of proceedings under the Combines Investigation Act, 1923, covers the fiscal year ended March 31, 1927.

The Combines Investigation Act (chapter 9, 13-14 George V) was passed on June 23, 1923, and by Order in Council of August 14, 1923, the Minister of Labour was charged with the administration of the statute.

Section 2 of the Act defines a "combine" as follows:—

The expression "combine" in this Act shall be deemed to have reference to such combines immediately hereinafter defined as have operated or are likely to operate to the detriment of or against the interest of the public, whether consumers, producers or others; and limited as aforesaid, the expression as used in this Act shall be deemed to include

- (1) mergers, trusts and monopolies so called; and
- (2) the relation resulting from the purchase, lease or other acquisition by any person of any control over or interest in the whole or part of the business of any other person; and
- (3) any actual or tacit contract, agreement, arrangement or combination which has or is designed to have the effect of
 - (i) limiting facilities for transporting, producing, manufacturing, supplying, storing or dealing; or
 - (ii) preventing, limiting or lessening manufacture or production; or
 - (iii) fixing a common price or a resale price, or a common rental, or a common cost of storage or transportation; or
 - (iv) enhancing the price, rental or cost of article, rental storage or transportation; or
 - (v) preventing or lessening competition in, or substantially controlling within any particular area or district or generally, production, manufacture, purchase, barter, sale, storage, transportation, insurance or supply; or
 - (vi) otherwise restraining or injuring trade or commerce.

Section 26 provides that:—

(a) Every one is guilty of an indictable offence and liable to a penalty not exceeding ten thousand dollars or to two years' imprisonment, or if a corporation to a penalty not exceeding twenty-five thousand dollars, who is a party or privy to or knowingly assists in the formation or operation of a combine as defined in this Act.

(b) No prosecution for any offence under this section shall be commenced, otherwise than at the instance of the Solicitor General of Canada or of the Attorney General of a province.

During the year Mr. Lewis Duncan completed the inquiry he was commissioned to make into an alleged combine in the distribution of fruit and vegetables produced in Ontario; steps were taken to prevent the recurrence of conditions such as were disclosed in the inquiry into the western fruit combine; an interim report was made by the registrar on the operations of the Proprietary

Articles Trade Association, an organization of manufacturers and wholesale and retail druggists; and a more extensive investigation into the association was commenced under Commissioner L. V. O'Connor. In addition, other inquiries were conducted by the registrar following complaints affecting many different branches of industry and trade.

ALLEGED COMBINE IN THE DISTRIBUTION OF ONTARIO FRUIT AND VEGETABLES

Following the publication in February, 1925, of the report of the commissioner appointed to inquire into a combine alleged to exist in the distribution of fruit and vegetables in the western provinces, an application was received by the registrar for an investigation into the marketing of the Ontario fruit and vegetable crop, the applicants being of the opinion that a combine within the meaning of the statute existed. Owing to his experience in the inquiry into the marketing of fruit and vegetables in Western Canada, Mr. Lewis Duncan was commissioned to conduct the investigation. The report of the commissioner was submitted to the minister on July 31, 1926, and published immediately.

No evidence was found of any combine in Canada prejudicial to the interests of the public in the distribution of Ontario fruit and vegetables, with the exception of the operations of certain American brokerage firms owned by jobbing houses, which were regarded by the commissioner as detrimental to the interests of the grower, as similar combinations in Western Canada were found to injure the British Columbia fruit grower. In the marketing of that portion of the Ontario crop which is exported to the United States, this jobber-broker combine intervenes, but in the domestic trade and trade with Great Britain the commissioner found no evidence of a combine as defined by the Act.

The commissioner referred to the "widespread belief among the growers, which has also been found to be held by individuals among the consuming public, that there is an unwarranted disparity between the prices received by the growers for their fruits and vegetables and those paid by the consuming public, and that this disparity is due to some improper combination or practice among the commission men, wholesalers or retailers, who, it is supposed, have unfairly profited by those practices." "In the course of the inquiry, many matters were brought to the attention of your commissioner of great importance in the marketing of the crop. Whenever an allegation was made or evidence found of practices which might be injurious to producer or consumer, these were investigated. If the inquiry disclosed no evidence that such practices were the result of any combine within the broad definition given to that word in section 2 of the Combines Investigation Act, the matter was not pursued further, but your commissioner considers that the proper course is not to ignore such matters in his report, but to set out in reasonable detail the facts which have come to his attention, in order that the situation may be clarified and the grounds for the conclusions which are arrived at may be apparent." The inquiry covered Toronto, Hamilton, London, Montreal, Kingston, Peterborough, Brantford, Grimsby, Niagara, Beamsville, St. Catharines, Simcoe, Stratford, North Bay, Sault Ste. Marie, and other points.

Emphasis was laid on the value of adequate facilities for public marketing. "Where the municipal authorities have maintained adequate public markets, little complaint is found among producers or consumers as to prices or distribution. In addition to regulating prices and preventing any undue combination, a market prevents the growth of an excessive number of middlemen." "Speaking generally, the difference between the price paid by the consumer and the moneys received by the producer progressively increases as facilities for public marketing decrease. In places where adequate facilities for public marketing

exist, prices on the farmers' market regulate prices in the retail stores; but where inadequate facilities for public marketing exist, prices on the market follow prices in the retail stores." Provision for public marketing in twelve Ontario cities varied from 33,000 square feet of space in Toronto available one day a week for a population of 522,000, to 300,000 square feet of space in Chatham open six days a week for a population of 13,000. For the week ending July 17, 1926, the number of inhabitants for every vendor on the public market varied as follows: Belleville 22, Kitchener 28, London 30, Chatham 44, St. Catharines 53, Brantford 58, Peterborough 69, Kingston 75, Ottawa 77, St. Thomas 106, Hamilton 156, Toronto 2,300.

"Surveys made in Toronto indicate that out of \$100 paid by the consumer for domestic fruits and vegetables, the retailer gets approximately \$36 and the producer \$45, \$9 goes to the commission dealer and \$10 to the express or other transportation company." "The main reason for the abnormal 'spread' in Toronto and the correspondingly high prices paid by consumers is the absence of adequate facilities for public marketing in Toronto," which was the principal absorbing centre for fruits and vegetables produced in Ontario. It appeared that, of the five and one-half acres set apart for a market place for the town of York in 1803 and vested in the city of Toronto for the public use in 1834, only 33,000 square feet were available as a public market. Outside the city limits two markets had been established—a wholesale market on the Humber and a retail market north of the city.

The report stated that the "denial of adequate market facilities in Toronto has resulted in giving the commission houses occupying space on the Toronto Fruit Market a quasi-monopolistic control of the distribution of the domestic fruits and vegetables distributed in and through Toronto otherwise than by farmers or truckers direct to retailers; and that such control has been accompanied by irregular practices in making returns to the growers, the extent of which it is impossible to estimate in view of the fact that in many cases the existing records do not permit a complete accounting to be made; and that the records suggest that the irregularities are more pronounced in the case of some firms than others." The commissioner set out in his report the facts regarding such practices as might be injurious to the producer or consumer in so far as they had come to his attention.

The Toronto Fruit Market, which was a wholesale market, occupied an important place in the distribution of Ontario produce. The building, which was owned by the Canadian National Railways and leased by the Toronto Fruit Auction Company, "is the narrow funnel through which pass most of the domestic fruits and vegetables distributed to Toronto in a wholesale way." "This lease to all intents and purposes gave the Toronto Fruit Auction Company a monopoly of the only convenient public terminal facilities for the wholesale handling of fruits and vegetables in Toronto." Space in the building was sub-leased to dealers and "dealers who are outside this building complain that space on the market is of great value; that dealers who cannot obtain accommodation there are under serious handicaps; and that if any of the occupants of the building go out of business their space is usually divided between other occupants instead of being open for competitive bidding as (they allege) should be the case in public terminal facilities."

The commissioner found:—

"That, in the flush season of the Ontario crop, commission dealers on the Toronto Fruit Market are unable to dispose of all the fruit and vegetables consigned to them; that large quantities of fruits and vegetables spoil and are destroyed; and that the provision of facilities for disposing of such surpluses direct to the consumer on the public market would result in a saving both to the grower and to the consumer.

"That the building known as the Toronto Fruit Market contains the only convenient terminal facilities for handling wholesale quantities of fruit and vegetables in Toronto; that this building is inadequate and unfitted properly to perform its ostensible function in the distribution of the Ontario crop; and that adequate terminal and wholesale facilities at Toronto are a necessity.

"That in 1919 all the accommodation in the Toronto Fruit Market was leased to one company (which sublets to certain dealers), but that it would seem advisable that accommodation in public terminals should either be open to all dealers or else be leased on some competitive basis to the different dealers who desire to obtain space.

"That there is a tacit agreement among commission houses occupying space in the Toronto Fruit Market to charge $12\frac{1}{2}$ per cent commission plus certain sums for cartage; that the cartage charge amounts to an extra commission of over 1 per cent on commission sales; that this charge is made whether the goods are delivered or not; but that the sums collected from the growers for cartage over the year approximately equal the actual cost of delivery of goods sold on commission in the year; and that the sums collected for commission and cartage give a gross percentage profit on commission sales which in some cases is double and in others is four times the gross percentage profit made by the same firm on merchandising transactions.

"That the establishment of a properly operated, grower-owned commission agency in Toronto should result in improved service and a reduction of charges."

The chief complaint of the growers was that returns made to them by different dealers on the Toronto Fruit Market were not true. The inquiry revealed that, in 49 per cent of the 1,300 shipments to commission dealers on the Toronto Fruit Market which were examined, no defined part of the shipment was fully accounted for, and in only 23 per cent of the cases did the records completely account for the disposition of the shipment. Occasional mistakes by salesmen in making up records and the absence of growers' names on the goods gave rise to some of these errors, but in the majority of cases records were not properly made or were altered or destroyed.

The following recommendations were made by the commissioner:—

"That legislation be enacted making the jobber-broker combine unlawful.

"That persons handling domestic fruits and vegetables on commission be required to make, and for a defined period to keep proper and complete records of the disposition of goods entrusted to them for sale; and that it be made an offence to render false or misleading account sales or other similar returns.

"That some proper official be given authority (a) to receive complaints from consignors of domestic fruits and vegetables; (b) to examine books and records of consignees; (c) to record fraudulent practices and bankruptcies of such persons; and (d) to take such action for the prosecution of offenders and the protection of the public as may be required.

"That consideration be given to the creation of a Market Department with wide powers for the purpose of co-ordinating co-operative and other shipping effort, disseminating reliable market information, and assisting the marketing of agricultural products on sound economic lines both in Canada and abroad."

In accordance with section 25 of the Combines Investigation Act, Mr. Duncan's report was referred to the Attorney General of Ontario for any action he might deem proper. As certain matters set out in the report or involved in the recommendations were outside the scope of the Combines Investigation Act, but of interest to the horticultural industry, the report was drawn to the attention, also, of the Ministers of Agriculture for the Dominion and the province of Ontario.

As a result of this inquiry the Minister of Agriculture introduced in the Ontario Legislature a Bill to regulate the sale of fruit and vegetables on con-

signment by requiring the keeping of records and the notifying of shippers regarding sales of their products. The Bill was passed and became known as the Fruit and Vegetables Consignment Act, 1927 (chap. 83).

COMBINE IN DISTRIBUTION OF FRUIT AND VEGETABLES IN WESTERN CANADA

The annual report for the fiscal year 1925-26 contained an account of the prosecution of certain individuals and firms connected with the Nash Shareholders Company of Minneapolis (Rex v. Simington) as a result of the investigation by Mr. Lewis Duncan as commissioner under the Combines Investigation Act. The judgment of the court was pronounced on March 13, 1926, when four individuals and four corporations were convicted and fined \$25,000 each. Notice of appeal against judgment of the court was given on behalf of the defence, and a counter-appeal entered by the Crown. On May 26, the defence withdrew its appeal, and subsequently the Crown's appeal was also withdrawn. As stated in the last annual report, four counts of the original indictment under section 498 of the Criminal Code were traversed to the Fall Assizes, the defence having applied to have these tried by a judge without a jury. These charges were later dropped by the Crown.

The conditions revealed by Mr. Duncan's report, and the evidence brought out in the trial have led to certain remedial measures on behalf of the fruit growers of British Columbia. In his charge to the jury in the prosecution of the Nash companies, Mr. Justice D. A. McDonald stated that the jobber-broker combination maintained by these companies was the main issue in the trial, and the conviction of certain of the defendants was regarded as condemnation of this unnatural relationship. The attitude of the federal Government to the jobber-owned brokerage houses operating in the fruit and vegetable business was made clear by the Hon. J. C. Elliott, Minister of Labour, in a statement made in the House of Commons on June 7, 1926. This statement was published in the *Labour Gazette* of June, 1926. Mr. Elliott said, in part:—

In view of all these considerations, the Government has decided that it must treat the jobber-broker connection as against public policy; and this announcement is made so that all parties may be aware of these views. If the law as it stands is sufficient to deal with this question, resort will be had to it should there be any disregard of its provisions. If the law as it stands is not sufficient, such appropriate legislation within the legislative competence of the Dominion will be introduced as may be necessary to give effect to this decision.

Following the judgment in the Nash case Mr. Lewis Duncan was requested to draft a Bill to govern sales on consignment with a view to the prevention of certain of the evils exposed in his report, and particularly the operation of jobber-owned brokerage houses. After consultation with the Attorneys General of the four western provinces and with certain of the growers and jobbers, the Bill substantially as drafted was introduced in their respective legislatures by the Attorneys General of British Columbia, Alberta, and Saskatchewan. In British Columbia and Saskatchewan, the Sales on Consignment Bill, as it was called, was passed by the legislatures in March, 1926, the Act in the latter province to come into force on proclamation, but in British Columbia to become operative at once. In Alberta a similar Bill was withdrawn, but will be considered at a later session. In Manitoba it was decided to hold the Bill for further consideration.

PROPRIETARY ARTICLES TRADE ASSOCIATION

Reference was made in the last annual report to the formation by manufacturers and wholesale and retail druggists of the Proprietary Articles Trade Association, an organization designed to eliminate price-cutting on proprietary medicines and toilet articles.

The first step in the organization of this association was taken early in 1925 when Sir William S. Glyn-Jones, the founder and former Secretary of the

Proprietary Articles Trade Association in Great Britain, made a tour of Canada at the request of certain wholesale and retail druggists to explain the operation of the British organization and encourage the formation of a similar body in Canada. Following Sir William Glyn-Jones' tour, an organizing committee was formed at Montreal in May, 1925. On March 15, 1926, the organization was completed, the constitution governing the association adopted and the officers were elected. Applicants for membership are required to sign an agreement not to sell any of the articles on the association's list at prices below those on the list. Manufacturers and wholesalers also agree not to supply any article on the list of the association to any person placed by the council of the association on its "stop-list" as selling any proprietary article protected by the association below the fixed price, or allowing a bonus or dividend on the sales, or supplying any one who sells at less than the fixed prices. Wholesalers and retailers agree further not to try to sell any other article in place of an article on the association's list. The management of the association was vested in a council consisting of all the members of the manufacturers' and wholesalers' sections, twelve representatives of the retailers' section (three from Ontario, two from Quebec, and one from each of the other provinces), and three additional members to be elected by these twelve.

The first price-list issued by the association became effective on August 28, 1926, and included minimum wholesale and retail prices of more than six hundred proprietary medicines and toilet articles. At that time the association was composed of 157 manufacturers, 28 wholesale druggists, and 2,732 retail druggists.

Four applications for investigation were received, and the registrar accordingly made an inquiry, the results of which were contained in an interim report on the Proprietary Articles Trade Association submitted to the Minister of Labour on September 6, 1926, and published shortly after that date.

The finding of the registrar was that, through the operations of the association, prices had been enhanced and were likely to be further enhanced to a substantial portion of the public, and that the effect of the adoption of fixed margins for all wholesalers and retailers was to stereotype the present distributive system and thus to discourage the development of new and more economical methods of merchandising which might make possible lower prices to the consumer. These results of the operations of the association, together with the means adopted to enforce the maintenance of prices, namely a "stop-list", or the cutting off of supplies through the joint action of the whole trade, were considered by the registrar as against the public interest, and therefore in contravention of the Combines Investigation Act. This opinion was based upon documents furnished by the association, including its constitution and rules, declared objects, the agreements entered into by its members, and published articles and statements of Sir William Glyn-Jones and other officers; upon information regarding prices of proprietary articles, before and after the association commenced operations, as obtained through replies to questionnaires addressed to the wholesale and retail trade, including different types of retailers; upon interviews with Sir William Glyn-Jones, other officers and members of the association, and other manufacturers, wholesalers and retailers; also upon information bearing on the subject of resale prices and methods adopted to maintain them, including economic studies and reports of governmental inquiries and legal decisions in Great Britain, the United States, and other countries, as well as in Canada.

Following the publication of the registrar's report, officers of the Proprietary Articles Trade Association requested an opportunity to present a statement regarding the operations of the association. Accordingly, the Minister of Labour agreed to defer action on the report pending the receipt of this statement.

The statement of the officers of the association was received on November 1 and emphasized the difference between proprietary or branded articles and general commodities, pointing out that the P.A.T.A. was concerned only with the former. They submitted that, as the owner's trade marks are valuable to him "and injury done to any of these brands by methods of selling is a real injury to the property rights of the manufacturer, he has a right, as an individual or in combination with other manufacturers having similar proprietary rights, to take the necessary steps to protect them." Reference also was made in the statement to the alleged "danger to the public which might ensue when the price-cutters, having wiped out all possible competitors, obtain the monopoly of the distributing business. It is that competition," the statement continued, "which is resorted to for the purpose of destroying competition and of eliminating a competitor and of introducing monopoly, which is the 'unfair competition' that this association is fighting."

Appeal was made by the association, in the same statement, for a new hearing (by a commissioner or commissioners appointed under the Combines Investigation Act) on the ground that, prior to the issuance of the registrar's interim report, they did not have the full opportunity which is contemplated by the Combines Investigation Act to present their side of the case. This request also was granted by the Minister of Labour, who announced that he would arrange for the appointment of a commissioner. In making this announcement, Mr. Heenan said: "I am satisfied that the report of the registrar was made only after full consideration of both sides of the case. The druggists' organization express doubt on this point. I hesitate to incur further delay, but, rather than take any course which could be considered as in any way unfair to the trade, I would give them the benefit of the doubt. Accordingly, in order to provide the P.A.T.A. with the fullest opportunity for the formal presentation of their case, I have decided to arrange for the appointment of a commissioner for this purpose and for the completion of the inquiry."

On December 20 the Minister of Labour announced the appointment of Mr. L. V. O'Connor, barrister, of Lindsay, Ont., as commissioner. Following Mr. O'Connor's appointment, Mr. A. R. McMaster, K.C., of Montreal, was appointed by the Minister of Justice to conduct the investigation before the commissioner. The first sitting of the commission was held in Montreal on January 7, 1927, and hearings continued throughout the balance of the fiscal year in Montreal, Toronto, Winnipeg, and Lindsay. The inquiry was not concluded at the end of March. During the investigation, the Proprietary Articles Trade Association was represented by Sir William Glyn-Jones, Mr. J. C. McRuer, of Toronto, Mr. F. S. Mearns, of Toronto, and Mr. Alexander Cinq-Mars, K.C., of Montreal, barristers, and Mr. Harry Hereford, industrial engineer.

OTHER COMPLAINTS AND INQUIRIES

Other complaints and inquiries, relating to the basic industries as well as to manufacturing and the distributive trades, have been the subject of investigation during the fiscal year. Several complaints dealt with the refusal of manufacturers to supply dealers who were not carrying on business along lines generally accepted by the trade. Still other complaints involved the question of the effect upon the public of the fixing of resale prices by manufacturers, either individually or in combination with other manufacturers and dealers. The Proprietary Articles Trade Association, above referred to, has been the outstanding example of organizations of this type. Naturally the finding of the commissioner in the P.A.T.A. case will have an important bearing upon the attitude to be taken toward the general question of the fixing of resale prices and methods used to enforce them, but the necessity is recognized of dealing with each case, however closely related, on its own merits.

Improved facilities for transportation and communication, the increase of package goods, the development of national advertising and accompanying increases in the cost of selling goods have made possible an extension of department store and mail order business and the operation of chain stores on a cash-and-carry basis. The quantity buying of these organizations, with the partial elimination of credit and delivery services and with possibly improved business methods, has given them, for the time being at any rate, a decided advantage over their retail competitors in the matter of cost and enabled them to undersell the latter in many lines. Direct buying from the manufacturer has meant decreased business for the wholesale trade, and so for wholesalers as well as retailers these recent changes in merchandising agencies and methods have created new and difficult problems.

Two complaints involving the principle of exclusive dealing were dealt with. One of them, received in January, was not disposed of before the close of the fiscal year. In the other, complaint was made that a Canadian manufacturer was unable to market his goods because of certain clauses in the contracts which other manufacturers had entered into with retail merchants, whereby the latter were prevented from handling competitive products. In this case an adjustment was effected to the satisfaction of the applicants and in the interests of the public without recourse to publicity or litigation and without expense. It is not considered that the practice of requiring distributors to refrain from dealing in competing products is of itself a violation of the statute, but in this particular case the Minister of Labour was of opinion that the lessening of competition which resulted was against the public interest.

XI. GOVERNMENT ANNUITIES ACT

The Government Annuities Act, or, to give its full title, "An Act to authorize the issue of Government Annuities for Old Age," became law on July 20, 1908. The administration of the Act was first placed under the Minister of Trade and Commerce; in January, 1912, it was transferred to the Postmaster General, and in May, 1922, to the Minister of Labour.

The purpose of the statute is to encourage and aid the people of Canada in the formation of habits of thrift so that provision may be made for old age, and to afford facilities for the attainment of these objects. The Act enables persons in receipt of moderate wages or salary to purchase a fixed yearly income payable by the Government of Canada from a specified age. The Act provides that annuities may be purchased by individuals, or associations on behalf of their members, or by employers on behalf of their employees. The annuity usually begins when the purchaser attains the age of 50, 55, 60 or 65, the ages when a person's earning powers may be over. The minimum annuity purchasable on the life of one person, or on the lives of two persons jointly, is \$10, and the maximum amount \$5,000. The cost of an annuity varies with the age of the applicant, the time the first payment is made, the amount of annuity desired, the age at which the annuity is to begin, and the kind applied for. The Dominion Government bears the cost of administration, and there is, therefore, no charge on this account against the annuitant.

The most popular plan is the 10-year Guaranteed Plan, which provides that, if the annuitant should die before the annuity begins, all money paid in on account of purchase, with 4 per cent compound interest added, would be returned to his heirs. When the age is reached for the annuity to begin, the annuity is paid in quarterly or monthly instalments for the entire life of the annuitant,

and for 10 years in any event, so that if the annuitant should die before payments for 10 full years had been received, the remaining payments would be continued to the heirs. This affords protection in case the annuitant should die a short time after the annuity had commenced and before he had received back more than had been paid in on account of purchase. Of course, if the annuitant lives longer than 10 years, the annuity is paid as long as he lives. There is absolutely no way loss can occur if purchase is made on the above plan. If payments are not made regularly, the annuitant receives, upon the maturity of the contract, an annuity based upon the payments he has made. This plan is suitable for a person depending upon his earnings to make provision for himself and family when his earning days are over. The earlier in life the purchase of a Government Annuity is commenced, the less it will cost.

The second class, Immediate Annuities, are of particular interest to older people who find it necessary to retire and to receive an income commencing at once. Immediate annuities are purchased by paying in a lump sum, and the annuity payments commence either three months or one month from the date purchase money is received. These annuities may be guaranteed for 10, 15, or 20 years, thus protecting the principal from loss in case the annuitant should die in the early years of the contract. If the annuitant lives beyond the guaranteed period, the annuity payments would be continued for his entire life.

The rate of interest allowed in the calculation of the value of annuities is 4 per cent, but, having regard to the greater longevity of the people of Canada over that of the people of Great Britain on whose mortality experience the tables were calculated, the benefits received are on approximately a compound interest rate of 5 per cent. There are no loadings in the rates and no deductions are made from the premiums paid for any purpose whatever, the annuitant receiving full benefit for every cent he pays in, the Government bearing all administration expenses.

It is believed there is no other plan of investment available to people resident or domiciled in Canada under which provision for old age can be made with such facility; and that there is no other plan which will give them the same return for the amount invested.

The main principles which underlie Government Annuities are as follows: (1) That they are guaranteed by the State; (2) that there is no forfeiture in case premiums are interrupted or should cease altogether, the only effect being that, if the arrears are not made up, the amount to be received will be proportionately less than if payments had been made in full; (3) that the annuity cannot be seized or levied upon by or under the process of any court; and (4) that it is not taxable by the Dominion Government.

A handbook of information respecting the Canadian Government Annuities system has been published which anyone may obtain free on application to the Department of Labour, Annuities Branch. In writing to the department for information the age last birthday should be given, the amount of annuity desired, and the age at which it is wished to have the annuity begin.

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1927, the total number of annuity contracts issued was 7,713. Of the purchasers of these contracts, 884 have been cancelled,

leaving in force on March 31, 1927, 6,829 contracts. The total amount of purchase money received during the same period was \$13,588,105.88. The following statement gives the details:—

Sept. 1, 1908 to March 31, 1909,	66 contracts.....	\$ 50,391 31
March 31, 1909 " 31, 1910,	566 "	434,490 89
" 31, 1910 " 31, 1911,	1,069 "	393,441 40
" 31, 1911, " 31, 1912,	1,032 "	441,600 60
" 31, 1912, " 31, 1913,	373 "	417,135 50
" 31, 1913, " 31, 1914,	318 "	390,886 72
" 31, 1914, " 31, 1915,	264 "	314,765 29
" 31, 1915, " 31, 1916,	325 "	441,696 09
" 31, 1916, " 31, 1917,	285 "	432,272 40
" 31, 1917, " 31, 1918,	187 "	332,792 01
" 31, 1918, " 31, 1919,	147 "	322,154 23
" 31, 1919, " 31, 1920,	204 "	408,718 78
" 31, 1920, " 31, 1921,	195 "	531,800 45
" 31, 1921, " 31, 1922,	277 "	748,159 73
" 31, 1922, " 31, 1923,	339 "	1,028,353 07
" 31, 1923, " 31, 1924,	409 "	1,458,818 92
" 31, 1924, " 31, 1925,	486 "	1,606,822 03
" 31, 1925, " 31, 1926,	668 "	1,938,921 17
" 31, 1926, " 31, 1927,	503 "	1,894,885 29
Total.....	7,713	\$13,588,105 88

During the fiscal year ending March 31, 1927, 282 immediate annuities and 221 deferred annuities, a total of 503, were purchased, amounting in the aggregate to \$195,360.28, an average of about \$388 per annuitant.

The amount of purchase money received during the same period was \$1,894,885.29.

The number of annuities in force on March 31, 1927, were as follows: immediate, 2,474; deferred, 4,355, or a total of 6,829, and the amount of such annuities was \$2,148,325.55. The amount received on account of the purchase of annuities from September 1, 1908, to March 31, 1927, exclusive of amounts returned to purchasers, was \$13,588,105.88.

GOVERNMENT ANNUITIES FUND STATEMENT, MARCH 31, 1927

ASSETS

Fund on March 31, 1926.....	\$10,021,705 50
Receipts, 1926-27, less payments.....	1,424,413 98
Fund on March 31, 1927.....	\$11,446,119 48

LIABILITIES

Net present value of all outstanding contracts.....	\$11,392,980 13
Assets over liabilities.....	53,139 35
	\$11,446,119 48

RECEIPTS

For immediate annuities.....	\$ 1,520,794 01
For deferred annuities.....	374,632 81
Refunds.....	1,331 57
Interest on fund at 4 per cent.....	414,680 54
	\$2,311,438 93

PAYMENTS

Annuities paid under immediate annuity contracts.....	\$ 864,786 79
Return of premiums with interest.....	21,696 63
Returns of premiums without interest.....	541 53
Balance, March 31, 1927.....	1,424,413 98
	\$2,311,438 93

VALUATION ON MARCH 31, 1927, OF ANNUITY CONTRACTS ISSUED PURSUANT
TO THE GOVERNMENT ANNUITIES ACT

	Number	Amount of Annuities	Total value on March 31, 1927, of Annuities purchased
		\$ cts.	\$ cts.
Immediate annuities.....	1,566	653,739 66	5,186,619 00
Immediate, guaranteed.....	640	160,690 37	1,506,296 00
Immediate, last survivor.....	268	140,672 54	1,512,116 00
Deferred annuities.....	4,355	1,193,222 98	3,187,949 13
Totals.....	6,829	2,148,325 55	11,392,980 13

XII. OLD AGE PENSIONS ACT, 1927

The subject of old age pensions has received the attention of Parliament at various times in the course of the past twenty years. During the session of 1906-07 a resolution was introduced which declared that the subject of improving the conditions of the aged deserving poor and of providing for those of them who are helpless and infirm is worthy of and should receive the early and careful attention of the Government and Parliament. The motion was debated at some length and withdrawn. In 1908, 1912, and 1913 motions were introduced recommending the appointment of special committees to inquire into an old age pension system for Canada and these committees were duly appointed and reported. In 1908 a law was passed authorizing the sale of annuities for old age. In 1914 a resolution in favour of the adoption of an old age pension system for Canada was moved in the House of Commons but the debate was not concluded. In 1922 the House of Commons adopted a resolution declaring "That in the opinion of this House the Federal Government should consider the advisability of devising ways and means for the establishment of a system of old age pensions in Canada." In 1924 a special committee of the House was appointed, on motion of the Prime Minister, to make an inquiry into an old age pensions system for Canada and, in its report on July 1, 1924, made the following recommendations:

"1. That an old age pension system be established at the earliest possible date for deserving indigent persons of seventy years of age and upwards.

"2. That applicants for pensions must be British subjects of at least twenty years' residence in Canada, or naturalized subjects of at least fifteen years' naturalization and twenty-five years' residence.

"3. (a) That the maximum rate of pension be twenty dollars per month; which would be lessened by private income or partial ability to earn.

"(b) That one-half of the pension payable be borne by the Federal Government; the other half by the Provincial Government of such provinces as express by legislation their desire to adopt the system—the cost of administration to be borne by the Provincial Governments."

The committee estimated that under such system there would be approximately 98,841 eligible pensioners and that, if all of these were to receive the maximum pension of \$20 per month, the Federal Government's portion of the total yearly expenditure would amount to \$11,860,920. This amount would be reduced by private income and partial earnings. The committee further recommended that the Government communicate with the various Provincial Governments to ascertain if they would be disposed to adopt the above system and enact the necessary legislation. During the recess the Government accordingly

communicated to the Provincial Governments the report of the committee to ascertain for the information of Parliament what action they were prepared to take with reference to those recommendations.

At the next session of Parliament it was agreed to reappoint the Special Committee on Old Age Pensions and to refer to it for examination and report the correspondence which had occurred since the last session with the several Provincial Governments. This committee, after having given careful consideration to the correspondence with the provincial premiers, presented a report on June 16, 1925. The committee also reported that, as the question of jurisdiction had been raised, the matter had been referred to the Department of Justice, which advised as follows:—

“The subject of old age pensions does not fall specifically within any of the enumerated subjects given to the Dominion under section ninety-one of the British North America Act, but does fall within the subject of ‘property and civil rights in the province’ committed to the provinces under section ninety-two.”

The Deputy Minister of Justice added:—

“I am of the opinion that the subject-matter of pensions has been entrusted to the provincial legislatures rather than to Parliament. I do not mean to suggest that Parliament has not the power to legislate upon the subject so as to assist the provinces or to establish an independent voluntary scheme, provided that in either case the legislation does not trench upon the subject-matter of property and civil rights in the province, as, for example, by obligating any provinces or person to contribute to the scheme. The enactment of such legislation would, however, involve the assumption by the Dominion of obligations involving heavy expenditures with regard to a matter which does not fall specifically within the Dominion field of legislation.”

After considerable discussion the House concurred in the report.

On March 26, 1926, Hon. Dr. J. H. King, Acting Minister of Labour, moved that the House go into committee to consider the following proposed resolution:

“Resolved, that it is expedient to bring in a measure respecting old age pensions, and to provide,—

“1. That the Governor in Council may make an agreement with the Lieutenant-Governor in Council of any province for the payment to such province quarterly of an amount equal to one-half of the net sum paid out during the preceding quarter by such province for pensions pursuant to a provincial statute authorizing and providing for the payment of such pensions to the persons and under the conditions hereinafter specified and regulations made under the proposed legislation.

“2. That every agreement so made shall continue in force so long as the provincial statute remains in operation or until after the expiration of ten years from the date upon which notice of an intention to determine the agreement is given by the Governor General to the Lieutenant-Governor of the province with which the same is made.

“3. That before any agreement so made comes into operation, the Governor in Council shall approve the scheme for the administration of pensions proposed to be adopted by the province, and no change in such scheme shall be made by the province without the consent of the Governor in Council.

“4. That all sums payable to any province in pursuance of any such agreement shall be payable from time to time on the certificate of the Treasury Board out of any moneys belonging to the consolidated revenue fund of Canada not otherwise appropriated and the Governor in Council may borrow from time to time such sums as may be required for the purpose of making such payments.

“5. That provision shall be made for the payment of a pension to every person who, at the date of the proposed commencement of the pension,—

“(a) is a British subject, or, being a widow, was such before her marriage;

“(b) has attained the age of seventy years;

“(c) has resided in Canada for the twenty years immediately preceding the date aforesaid;

“(d) has resided in the province in which the application for pension is made for the five years immediately preceding the said date;

“(e) is not an Indian as defined by the Indian Act;

“(f) has not made any voluntary assignment or transfer of property for the purpose of qualifying for a pension.

"6. That the receipt of a pension shall not by itself constitute a disqualification from voting at any provincial or municipal election.

"7. That the maximum pension payable shall be two hundred and forty dollars yearly, which shall be subject to reduction by the amount of the income of the pensioner in excess of one hundred and twenty-five dollars a year.

"8. That provisions be made as to the credit to the pension authority of the annual value of the pensioner's residence, and the recovery of pension payments out of deceased pensioner's estate, and for the distribution of pension burden among provinces by proportionate reimbursement or proportionate reduction where the pensioner resided in more than one province or transfers his permanent residence to another province, and for ceasing payments where he transfers his residence to some place out of Canada, and the revival of his rights upon again becoming a resident of Canada.

"9. That no pension shall be subject to alienation or transfer by the pensioner, or to seizure in satisfaction of any claim against him.

"10. That on or before the thirtieth day of April in each year, the Minister of Finance shall make a full report to Parliament of the operation of the agreements made pursuant to the proposed act, and of the moneys of Canada paid to the provinces under each of the several agreements entered into pursuant thereto.

"11. That the Governor in Council shall have power from time to time, on the recommendation of the Minister of Labour, and with the approval of the Treasury Board, to make regulations, not inconsistent with the provisions of the proposed act, with regard to the pensions herein provided for, and such regulations shall be published in the *Canada Gazette*, and be laid before Parliament."

After a prolonged debate the resolution was concurred in and the Bill based on the resolution was read the first time. The Bill was passed in the House of Commons on May 28 after much discussion, but was subsequently rejected by the Senate.

During the debate in Parliament it was argued in support of the Bill that the principle of old age pensions was recognized in all parts of the civilized world and that legislation providing for some form of pension had been enacted in most European countries and many parts of the British Empire. Investigation shows that the early system of voluntary insurance, subsidized in some cases by the State, was found in most countries to be inadequate and gave place to compulsory insurance to which the insured made a contribution, or to pensions paid from public funds. The former type is found in Belgium, France, Czecho-Slovakia, Bulgaria, Jugo-Slavia, Roumania, Germany, Sweden, Italy, Portugal, Luxemburg, Greece, the Swiss Canton of Glarus, and Austria. A similar system was in force in Argentina but has recently been suspended. Non-contributory systems are in operation in Australia, New Zealand, Uruguay, Denmark, Spain, Norway, and in some of the United States of America. The British Old Age Pensions Act, as amended in 1925, combines the contributory and non-contributory systems.

Of twenty-eight pension systems studied, seven provide pensions at seventy years of age, one at sixty-seven years, thirteen at sixty-five years, four at sixty years, and three do not specify the age at which benefits become payable. Under four of the systems the pension is reduced if the pensioner has an income or possesses property. Under twelve of the systems a certain period of residence is required.

The Parliamentary Committee on Old Age Pensions endeavoured to obtain information from the several provinces as to the sums which are being expended from municipal and provincial funds for the relief of aged persons who are without means of support but did not succeed in obtaining complete returns. The following is a summary of such information obtained in response to a circular letter to 135 mayors of cities and towns throughout Canada where measures of relief had been instituted for the aged poor:—

	Approval of federal pensions	Number of persons over 65, qualified for federal pensions	Number relieved by municipality in 1924, with amount paid to each	Number maintained in institutions with cost
Brandon, Man.....	Yes.....	Not known.....	10 men, 7 women.....	5 men, 8 women (costs \$1,500 per year).
Calgary, Alta.....	Yes.....	85 men and 95 women.....	35 persons. 70 cents per day or \$20 per week.	18 men, 17 women, besides others in philanthropic institutions—\$6,800.
Campbellton, N.B.....	Yes.....	About 20.....	10 or 12 persons receiving \$3 to \$5 per week.	Not stated.
Farnham, Que.....	Yes.....	3 men, 4 or 5 women.....	3.....	7, at \$10 to \$12 per month.
Fernie, B.C.....	Council's opinion divided.	10 to 20.....	None.....	3 at cost of \$700 per year.
Grand'Mère, Que.....	Yes.....	Not stated.....	Not stated.....	Not stated.
Hull, Que.....	Not stated.	Not stated.....	Not stated.....	15 men, 4 women 35 cents a day each.
Lethbridge, Alta.....	Yes.....	10 women, 9 men.....	10 women, 9 men, 60 cents a day each.	Not stated.
Magog, Que.....	Yes.....	6 men, 4 women.....	2 men and 2 women.....	4 men and 2 women.
Medicine Hat, Alta.....	Yes.....	Not known.....	13 men, 11 women, \$8 to \$30 a month each.	None.
Moncton, N.B.....	Yes.....	Not known.....	About 40 (occasional relief).	14 persons (municipal home costs \$6,000 a year).
New Westminster, B.C.....	Yes.....	About 50 (more women than men).	5 men and 8 women, about \$10 per month each.	2 men and 2 women in hospital at \$2.50 a day each; One man in private ward at \$20 a month; 5 men in provincial home costing \$283 per month.
Ottawa, Ont.....	Yes.....	Not known.....	60 men, 76 women, at \$3.50 a month each..	88 men, 171 women, at about \$4,328 per annum
Paris, Ont.....	Yes.....	Not stated.....	2, about \$20 altogether..	2 men, 3 women in House of Refuge at 14½ cents per day each.
Pembroke, Ont.....	Yes.....	About 9 men and 6 women...	One man at \$26 a month (several others privately maintained).	6 inmates of County House of Industry.
Peterborough, Ont.....	Not stated.	449 men; women not known. Not all these are unprovided for.	8.....	11 men and 7 women at \$3.50 per week; 5 men and 18 women in House of Providence to which lump sum is paid yearly.
Port Arthur, Ont.....	Yes.....	Not known.....	4 men and 8 women, from \$10 to \$25 a month each.	4 men and 2 women in homes, one at \$75 per year and the rest at \$150 a year.
Portage la Prairie, Man.....	No.....	11 men, 10 women.....	2 men and one woman, costing \$500 a year in all.	2 men and one woman at 50 cents a day each.
Regina, Sask.....	Yes.....	Not stated.....	5 men and 3 women, costing about \$30 a month.	3 men and 2 women at \$1 a day.
Prince Albert, Sask.....	Yes.....	Not stated.....	8 to 12 each year at about \$1 a day.	3.
St. Catharines, Ont.....	No.....	Not stated.....	About 100.....	12 men and 7 women in institutions; 2 women boarded out. City paid \$6,092 in providing homes for the aged.

—	Approval of federal pensions	Number of persons over 65, qualified for federal pensions	Number relieved by municipality in 1924, with amount paid to each	Number maintained in institutions, with cost
St. Stephen, N.B.....	Yes.....	Not stated.....	One man at \$20 a month	2 in hospital, besides 5 or 6 men and more women supported privately.
Stellarton, N.S.....	Yes.....	Not stated.....	3 women, costing \$16 a month.	
Sussex, N.B.....	Not stated.	Not stated.....	2 men, one at \$1 a day, the other at \$3 a week.	None.
Three Rivers, Que.....	Yes.....	Not stated.....	7 men and 20 women at 50 cents a day.	38 men and 69 women at 45 cents a day each.
Westmount, Que.....	Yes.....	194 men; number of women not known.	Not stated.....	One woman in hospital.
Woodstock, Ont.....	No.....	Not known.....	One man and one woman at \$2 a week each.	8 men and 5 women; cost to city \$2.50 a week.
Saskatoon, Sask.....	Yes.....	Not stated.....	6 men and 5 women.....	5 men and 3 women at Wolseley Home at \$1 a day each.
St. Lambert, Que.....	Yes.....	Not stated.....	None.....	None.
Sault Ste. Marie, Ont.....	Not stated.	Not stated.....	Very few.....	Very few.
Brantford, Ont.....	Yes.....	About 100 men and women.....	About 50 at about \$10 a month.	50 men and 30 women, costing \$5 per week.
Charlottetown, P.E.I.....	Yes.....	140 men and 155 women.....	About 147 aided by societies, but none by municipality.	37 men and 44 women.
London, Ont.....	Yes.....	About 3,000 men and women over 65, but not all destitute.	About 35, costing probably \$2,500 a year.	20 men and 15 women at 75 cents a day, 16 men and 7 women at \$1.50 a day, besides those in private institutions.
St. Thomas, Ont.....	Yes.....	Not known.....	None.....	15 men and 7 women, in private institutions.
Winnipeg.....	Yes.....	Not known.....	101 men and 47 women assisted by Social Welfare Commission.	42 men and 21 women at 50 cents a day from city and same from province.
Montreal.....	No.....	No information other than in Census.	Old men's homes are supported by private charity assisted by municipality, 90 p.c. of the homes administered by religious communities.	
Brantford, Ont.....	Yes.....	About 50 men and 50 women.....	About 50; \$10.00 per month.	50 men and 30 women, \$5 per week.
Nanaimo, B.C.....	Yes.....	8 men and 6 women.....	7; amounts varying from \$5 to \$10 per month.	1; \$300 per annum.
St. Boniface, Man.....	Yes.....	30.....	30; amounts vary from \$2 to \$10 per month.	30; about \$2,200 per annum.
Toronto, Ont.....	Yes.....	Not stated.....	370 women and 659 men.	1,029; \$40,699 per annum.
Vancouver, B.C.....	Yes.....	Not stated.....	36 men and 10 women.....	46; \$18,923.

By reference to the 1925 Report of the Province of Ontario on Hospitals and Charitable Institutions, it appears that the total cost of maintaining forty-five city houses of refuge scattered throughout Ontario was \$1,050,822, and that the average cost per diem per inmate was 88 cents. The report does not show any corresponding returns for county houses of refuge. The province of Ontario contributes 10 cents per head daily towards the cost of maintenance of aged poor persons in homes for the aged and other institutions of like nature. Inquiry made of the Social Service Department of Ottawa showed that at December 31,

1926, there were 641 aged persons in that city who are in receipt of assistance from the public funds. The following is a statement showing the number of inmates in the various institutions in Ottawa for aged persons; also showing the number of aged poor persons receiving assistance towards their maintenance in their own homes:—

CORPORATION OF THE CITY OF OTTAWA, CANADA

SOCIAL SERVICE DEPARTMENT

<i>Aged Indigent Inmates in Ottawa Institutions at December 31, 1926—</i>		Total number Inmates
Protestant Orphans' Home (Refuge Branch).....		25
St. Patrick's Home.....		125
St. Charles' Home for the Aged.....		230
Protestant Home for the Aged.....		41
Good Shepherd Convent.....		45
<i>Aged People in Other Institutions—</i>		
St. Vincent's Home for Incurables.....		15
Perley Home for Incurables.....		8
Home for Friendless Women.....		12
<i>Supported at least in part by taxes (through Social Service Department) but in their own homes.....</i>		140
Total.....		641

On February 10, 1927, the Hon. Mr. Heenan, Minister of Labour, moved in the House of Commons that the House go into committee at the next sitting to consider the proposed resolution with respect to old age pensions, and, on the 15th of February, 1927, the resolution was introduced by the Honourable the Minister of Labour in identically the same terms as that introduced by the Hon. Mr. King during the previous session. After considerable debate the resolution was agreed to on February 18 and the Bill passed the House of Commons on March 4, 1927. It was introduced in the Senate by the Hon. Mr. Dandurand on March 9 and after much discussion was passed by that body on March 24, receiving the Royal assent on March 31, 1927.

On January 19, 1927, the Hon. John Oliver, Prime Minister of British Columbia, introduced a Bill in the legislature of that province to give authority to the Provincial Government to enter into an agreement with the federal authorities as to a joint scheme of old age pensions and for sharing equally between the Dominion and the province the expenses involved by the payment of old age pensions in British Columbia. The Act was duly passed by the Legislature of British Columbia and assented to on March 7, 1927. Under this Act the administration of pensions in that province is entrusted to the Workmen's Compensation Board.

The following is the text of the federal Act:—

17 GEORGE V.

CHAP. 35

An Act respecting Old Age Pensions

[Assented to 31st March, 1927.]

- Short title. HIS MAJESTY, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—
- Definitions. 1. This Act may be cited as *The Old Age Pensions Act, 1927*.
2. In this Act the expression,—
- (a) "pension authority" means the officer or body charged by law with the consideration of applications for pension or with the payment of pensions;
 - (b) "pension" means an old age pension payable in accordance with this Act and the regulations thereunder;
 - (c) "pensioner" includes an applicant for a pension;
 - (d) "province" includes the Yukon Territory, in respect to which "Gold Commissioner" shall be read for "Lieutenant-Governor in Council";
 - (e) "statute" includes ordinance or order having the force of law.
- Agreements with Provinces. 3. The Governor in Council may make an agreement with the Lieutenant-Governor in Council of any province for the payment to such province quarterly of an amount equal to one-half of the net sum paid out during the preceding quarter by such province for pensions pursuant to a provincial statute authorizing and providing for the payment of such pensions to the persons and under the conditions specified in this Act and the regulations made thereunder.
- Term of Agreements. 4. Every agreement made pursuant to this Act shall continue in force so long as the provincial statute remains in operation or until after the expiration of ten years from the date upon which notice of an intention to determine the agreement is given by the Governor General to the Lieutenant-Governor of the province with which the same was made.
- Approval of administration scheme necessary. 5. Before any agreement made pursuant to this Act comes into operation the Governor in Council shall approve the scheme for the administration of pensions proposed to be adopted by the province, and no change in such scheme shall be made by the province without the consent of the Governor in Council.
- Application of Act in N.W.T. 6. As soon as agreements under this Act have been made with two of the provinces adjoining the Northwest Territories, the Commissioner of the said territories may submit to the Governor in Council for approval a scheme for the administration and payment of pensions therein, and upon the approval of such scheme, the same shall stand, in all respects other than its duration, in the same position as an agreement with a province.
- When payments to provinces to be made. 7. All sums payable to any province in pursuance of any agreement made under this Act shall be payable from time to time on the certificate of the Minister of Finance out of any moneys belonging to the Consolidated Revenue Fund of Canada not otherwise appropriated.
- What persons are pensionable. 8. (1) Provision shall be made for the payment of a pension to every person who, at the date of the proposed commencement of the pension:—
- (a) is a British subject, or, being a widow, who is not a British subject, was such before her marriage;

- (b) has attained the age of seventy years;
 - (c) has resided in Canada for the twenty years immediately preceding the date aforesaid;
 - (d) has resided in the province in which the application for pension is made for the five years immediately preceding the said date;
 - (e) is not an Indian as defined by the *Indian Act*;
 - (f) is not in receipt of an income of as much as three hundred and sixty-five dollars (\$365) a year, and
 - (g) has not made any voluntary assignment or transfer of property for the purpose of qualifying for a pension.
- (2) The receipt of a pension shall not by itself constitute a disqualification from voting at any provincial or municipal election.

Pensioners not to be disqualified from voting
Maximum pension \$240.

9. (1) The maximum pension payable shall be two hundred and forty dollars yearly, which shall be subject to reduction by the amount of the income of the pensioner in excess of one hundred and twenty-five dollars a year.

(2) Where a pensioner is the owner of an interest in a dwelling house in which he resides and the pension authority accepts a transfer to it of such interest, the pension payable to the pensioner shall not be subject to any reduction in respect of the annual value of such interest, but the pension authority shall, on the death of the pensioner or upon his ceasing to use such dwelling house as his place of residence, be entitled to sell the pensioner's interest therein and to retain out of the proceeds of such sale the amount of all payments made to the pensioner by way of pension in excess of the amount he would have received if such interest had not been transferred to the pension authority, together with interest on the said payments at the rate of five per cent per annum, compounded annually.

When annual value of pensioner's residence not to affect pension.

(3) A pension authority shall be entitled to recover out of the estate of any deceased pensioner, as a debt due by the pensioner to such authority, the sum of the pension payments made to such pensioner from time to time, together with interest at the rate of five per cent per annum compounded annually, but no claim shall be made by a pension authority for the recovery of such debt directly or indirectly out of any part of the pensioner's estate which passes by will or on an intestacy to any other pensioner or to any person who has, since the grant of such pension or for the last three years during which such pension has continued to be paid, regularly contributed to the support of the pensioner by the payment of money or otherwise to an extent which, having regard to the means of the person so having contributed, is considered by the pension authority to be reasonable.

Recovery of pension payments out of deceased pensioner's estate.

10. Where a pensioner has during part of the twenty years immediately preceding the date of the proposed commencement of pension resided in more than one province in which he would have become pensionable if he had continued to reside therein, the province in which the pension is granted shall be entitled to be reimbursed, by the other province or provinces in which the pensioner has resided as aforesaid, a proportion of the pension equal to the proportion which the duration of the pensioner's residence in such other province bears to twenty years.

Distribution of pension burden among provinces.

11. When a pensioner has during part of the twenty years immediately preceding the date of the proposed commencement of pension resided in a province in which he would not have become pensionable even if he had continued to reside therein, the amount of the pension which would otherwise be payable to such pensioner shall be reduced by the same proportion as the duration of the pensioner's residence in such other province bears to twenty years.

Reduction of pension in certain cases.

12. In any case in which, pursuant to either of the last two preceding sections, a pension is to be proportionately reimbursed or proportionately reduced, the following provisions shall have effect:—

Rules governing distribution and reduction of pension.

- (a) The proportionate reimbursement or proportionate reduction shall be calculated by reference to the nearest number, whether greater or less, of complete years during which the pensioner has been resident in any of the provinces in question;

- (b) Mere lapse of time shall not affect any such proportionate reimbursement or proportionate reduction;
- (c) If, after any reduced pension has been granted, an agreement under this Act is made with a province by reference to the pensioner's residence within which such reduction or any part thereof has been calculated, the pension may thereafter be proportionately increased and the amount of such increase shall be reimbursed in accordance with this Act, to the province by which such pension is paid.

Effect of
change of
pensioner's
residence in
Canada in
certain cases.

13. When, after the grant of a pension in any province, the pensioner transfers his permanent residence to another province with which an agreement under this Act is in force, the pension shall thereafter be paid by the province to which the pensioner has removed, but such province shall be entitled to be reimbursed an amount equal to one-half of such pension by the province in which the pension was originally granted.

And in
other cases.

14. Where the pensioner, after the grant of a pension, transfers his permanent residence to another province with which no agreement under this Act is in force, the pension shall continue to be paid by the province in which the pension was granted.

Effect of
pensioner's
leaving
Canada.

15. Where a pensioner, after the grant of a pension, transfers his residence to some place out of Canada, his pension shall cease, but his right thereto shall revive upon his again becoming resident in Canada.

Pension not
to be alien-
ated or
charged.
Report to
Parliament.

16. No pension shall be subject to alienation or transfer by the pensioner, or to seizure in satisfaction of any claim against him.

17. On or before the thirtieth day of April in each year the Minister of Finance shall make a full report to Parliament of the operation of the agreements made pursuant to this Act and of the moneys of Canada paid to the provinces under each of the several agreements entered into pursuant hereto.

Obtaining
evidence as
to age of
pensioner.

18. Any pension authority shall have the right for the purpose of ascertaining the age of any pensioner to obtain without charge:

- (a) from the registrar of vital statistics or other like officer of any province with which an agreement under this Act is in force a certificate of the date of the birth of such pensioner, or
- (b) subject to such conditions as may be specified in the regulations made under this Act, from the Dominion Bureau of Statistics, any information on the subject of the age of such pensioner which may be contained in the returns of any census taken more than thirty years before the date of the application for such information.

Power to
make
regulations.

19. The Governor in Council shall have power from time to time, on the recommendation of the Minister of Labour and with the approval of the Treasury Board, to make regulations, not inconsistent with the provisions of this Act, with regard to the pensions herein provided for, and, without limiting the generality of the foregoing provision, the Governor in Council shall have power to provide by regulation for:—

- (a) The time preceding the attainment of pensionable age at which applications for pension may be made;
- (b) The time at which, after application therefor, the payment of pension shall commence;
- (c) The definition of residence and of the intervals of absence from Canada or a province by which residence therein shall not be deemed to have been interrupted;
- (d) The evidence to be required or accepted by a pension authority in support of an application for pension;
- (e) The manner in which the income of a pensioner is to be determined for the purpose of this Act and in particular the mode of reckoning the income of either one or two spouses who live together;

- (f) The evidence from which the making of transfers of property for the purpose of qualifying for pension is to be inferred;
 - (g) The circumstances in which pensions may be paid for the benefit of persons supported or under treatment in public institutions;
 - (h) The mode in which pensions are to be payable;
 - (i) The time within which a pension voucher may be cashed;
 - (j) The persons by whom pension vouchers may be presented for payment;
 - (k) The circumstances justifying or requiring the suspension of the payment of a pension and the recommencement of its payment;
 - (l) The reports to be made by pensioners and others of events affecting the right to or the amount of a pension;
 - (m) The administration of a pensioner's property by a pension authority;
 - (n) The recovery with or without interest of pension payments made by reason of the non-disclosure of facts or by reason of innocent or of false representations;
 - (o) The time within which and the circumstances under which applications or proposals may be entertained for the increase or reduction of a pension which has been granted;
 - (p) The method of accounting and of the settlement of balances due by Canada to any province or by one province to another;
 - (q) The penalties to be imposed for breaches of the regulations, such penalties not to exceed a fine of fifty dollars or imprisonment for three months, or both fine and imprisonment;
 - (r) The constitution and powers of an interprovincial board to interpret and recommend alterations in the regulations.
- (2) No regulation by reference to which any agreement with a province has been made shall be altered except with the consent of such province or in accordance with the provisions of the regulations to which it has agreed.

20. All regulations made under this Act shall, from the date of their publication in the *Canada Gazette*, have the same force and effect as if they had been included herein. They shall be presented to Parliament forthwith after their publication if Parliament is then sitting or, if not, within fifteen days from the commencement of the session beginning next after such publication.

When regulations come into effect.

The text of the British Columbia Act is as follows:—

An Act to provide for Old-Age Pensions

HIS MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of British Columbia, enacts as follows:—

Short title.

1. This Act may be cited as the "Old-Age Pension Act."

Agreement
with
Dominion.

2. The Lieutenant-Governor in Council may enter into an agreement with the Governor General in Council as to a general scheme of old age pensions in the province pursuant to the provisions of any Act of the Dominion heretofore or hereafter passed relating to old age pensions, and the regulations made thereunder, and for the payment by the Dominion to the province quarterly of an amount equal to one-half of the net sum paid out during the preceding quarter by the province for old age pensions pursuant to the provisions of this Act.

Old-age
pensions.

3. The Lieutenant-Governor in Council may by Order authorize and provide for the payment of old age pensions to the persons and under the conditions specified in any Act of the Dominion heretofore or hereafter passed relating to old age pensions, and the regulations made thereunder.

Administra-
tion of Act.

4. (1) Notwithstanding the provisions of the "Workmen's Compensation Act," the Workmen's Compensation Board shall, in addition to the duties assigned to it under that Act, be charged with the administration of this Act, including the consideration of applications for old age pensions and the payment of old age pensions.

(2) The Workmen's Compensation Board may appoint such special officers, clerks, and servants as are required for the proper administration of this Act, and, subject to the approval of the Lieutenant-Governor in Council, may fix their salaries.

Appropriation.

5. In the absence of any special appropriation of the Legislature available for the purposes of this Act, all moneys necessary to meet the old age pensions payable under this Act and the salaries and expenses necessarily incurred in the administration of this Act shall be paid out of the Consolidated Revenue Fund.

Accounts.

6. (1) The accounts of the Workmen's Compensation Board's administration under this Act shall be made up quarterly, and in every case the Board shall prepare a balance-sheet and statement of account and submit the same to the Comptroller-General for his certification.

(2) Copies of above balance-sheets and statements of accounts shall be forthwith laid before the Legislative Assembly if the Legislative Assembly is then in session, and if not then in session shall be laid before the Legislative Assembly within fifteen days after the opening of the next session.

Regulations.

7. (1) The Lieutenant-Governor in Council may make such regulations, not inconsistent with the provisions of this Act, with regard to the scheme of old age pensions herein provided for, as he considers necessary for the proper administration of this Act, and for regulating expenditures to be made thereunder.

(2) No regulation by reference to which any agreement with the Governor in Council has been made shall be altered, nor shall any change be made in any scheme for the administration of old age pensions approved by the Governor in Council, except with the consent of the Governor General in Council or in accordance with the provisions of the regulations to which he has agreed.

Commence-
ment.

8. This Act shall come into operation on a day to be fixed by the Lieutenant-Governor by his Proclamation.

The Canadian Government and the province of British Columbia are now negotiating the terms of an agreement to be entered into between the respective Governments under the provisions of the above mentioned legislation to provide for the payment of old age pensions in British Columbia.

XIII. EMPLOYMENT OFFICES CO-ORDINATION ACT

The present statement is the ninth annual report of the Employment Service Branch, being for the fiscal year ended March 31, 1927.

FUNCTIONS OF THE BRANCH

The primary function of the Employment Service Branch is administrative—that of administering the Employment Offices Co-ordination Act (8-9 George V, chapter 21). This Act empowers the Minister of Labour,—

- (a) to aid and encourage the organization and co-ordination of employment offices and to promote uniformity of methods among them;
- (b) to establish one or more clearing houses for the interchange of information between employment offices concerning the transfer of labour and other matters;
- (c) to compile and distribute information received from employment offices, and from other sources, regarding prevailing conditions of employment.

The employment offices whose co-ordination and uniformity of methods are sought are the employment offices of the various provincial governments. The desired co-operation of the provinces, one with the other and all with the Department of Labour, is obtained by the device of federal subventions for employment service work provided for in the Act. In view of the close co-ordination of effort which is attained, the employment offices of the several provinces and the federal clearing houses, though each unit retains its individual identity, are commonly considered as a single organization known as "The Employment Service of Canada."

Emanating from the administration of the Act is the supplementary function recited in (c) above—that of collecting, compiling and publishing information which sheds light on the currently prevailing trend of the volume of employment. To fulfil this mission two classes of statistics are regularly prepared: (1) administrative statistics—those showing the volume of work performed by the offices of the Employment Service of Canada; and (2) trade union statistics—those compiled on the basis of monthly returns forwarded voluntarily by over 1,500 local trade unions, showing the percentages of their memberships unemployed. These statistics are all published monthly in the *Labour Gazette*.

AGREEMENTS WITH THE PROVINCES

The Employment Offices Co-ordination Act, 1918, provides in section 6 (in part) that,—

The payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the minister and the Government of the province as to the terms, conditions and purposes within the meaning of this Act upon and for which the payments are to be made and applied.

Accordingly, during the fiscal year 1926-27, uniform agreements were concluded with all the provincial governments except that of Prince Edward Island. The sum of money which was mentioned in the agreement as being available for payment by the Department of Labour to the provinces was \$150,000, the sum provided by statute. The amount of \$150,000, when distributed among the provinces in proportion to their expenditures on employment office administration and operation, enabled a repayment to them of 34.8 per centum of their gross expenditures. Due to a slight increase in their gross expenditures, the provinces benefited to the extent of 0.1 per cent less than in the preceding

fiscal year. Table No. 1 on page 107 shows in detail the amounts paid to the various provinces, dividing the totals under the different items which are considered legitimate expenditures under the Act. Moreover, on its part the Department of Labour undertook to, and did, furnish the provinces with the different forms utilized in the employment offices. The terms and conditions under which the moneys were to be paid to the provincial governments, as set forth in the agreement, were virtually the same as during the previous fiscal year. That feature of the agreements of previous years, providing specifically for special employment work on behalf of veterans of the Great War who were partially disabled as a result of war services, was again preserved.

LOCATION OF EMPLOYMENT OFFICES

Every office of the Employment Service offers facilities for both men and women who are seeking work in any occupation, and for employers seeking any sort of help. Obviously, it is neither practicable nor advisable to segregate the various functions of the offices at all centres, but when the volume of work warrants it, and where the population to be served is of sufficient magnitude, such division of functions is made, and men's and women's, skilled and unskilled, farm, factory, and domestic, etc., divisions are separately operated. In Western Canada, where seasonal workers, such as farm labourers, are regularly hired in large numbers, it is common custom, particularly in Saskatchewan and British Columbia, to operate temporary offices. These are not included, however, in the list below.

During the year the number of centres at which offices are conducted was reduced from 65 to 64 by the closing out of the office previously maintained at Vernon, B.C.

The list of centres where offices were located at March 31, 1927, follows:—

Nova Scotia (three centres).—Halifax, New Glasgow, Sydney.

New Brunswick (three centres).—Chatham, Moncton, St. John.

Quebec (five centres).—Hull, Montreal, Quebec, Sherbrooke, Three Rivers.

Ontario (twenty-five centres).—Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton, Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa, Pembroke, Peterborough, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Sudbury, Timmins, Toronto, Windsor.

Manitoba (three centres).—Brandon, Dauphin, Winnipeg.

Saskatchewan (nine centres).—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta (five centres).—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

British Columbia (eleven centres).—Cranbrook, Kamloops, Nanaimo, Nelson, New Westminster, Penticton, Prince George, Prince Rupert, Revelstoke, Vancouver, Victoria.

For the purpose of co-ordinating the efforts of the various local offices, and to enable the transfer of any kind of labour from districts over supplied to those where a dearth exists, eight clearing houses have been established throughout Canada. Those for provincial clearance, operated by the provincial governments as part of the Employment Service of Canada, are situated at Montreal, Toronto, Winnipeg, Regina, Edmonton and Vancouver. Those for interprovincial clearance, operated by the Department of Labour, in the interests of the Employment Service of Canada, are: Eastern Clearing House, Ottawa; Western Clearing House, Winnipeg.

STAFF

On March 31, 1926, the personnel of the Employment Service totalled 269. This number was distributed among the various component authorities as follows:—

(a) *Provincial Governments*.—Nova Scotia, 6; New Brunswick, 7; Quebec, 29; Ontario, 100; Manitoba, 21; Saskatchewan, 27; Alberta, 20; and British Columbia, 28; and

(b) *Federal Government*.—Department of Labour, Ottawa, 17; Western Clearing House, Winnipeg, 3; local employment offices at Halifax, 1; at Ottawa, 1, at Toronto, 3; at Winnipeg, 2; at Vancouver, 3; and at Victoria, 1.

At the close of the fiscal year under review, the total number of employees stood at 268, 31 of whom were employed by the Federal Government and 237 of whom were provincial employees. The detailed distribution of staff was as follows:—

(a) *Provincial Governments*.—Nova Scotia, 6; New Brunswick, 7; Quebec, 29; Ontario, 103; Manitoba, 20; Saskatchewan, 26; Alberta, 20; British Columbia, 26; and

(b) *Federal Government*.—Department of Labour, Ottawa, 17; Western Clearing House, Winnipeg, 3; local employment offices, at Halifax, 1; at Ottawa, 1; at Toronto, 3; at Winnipeg, 2; at Vancouver, 3; and at Victoria, 1.

Thus, during the year fluctuations in the provincial staffs caused a net reduction of one, while the federal staff remained constant. It might be added that the federal employees described as being located in certain of the provincial local employment offices are the employees engaged in specialized employment activities on behalf of handicapped veterans of the war, so placed in pursuance of the agreements between the Federal and Provincial Governments.

SPECIALIZED EMPLOYMENT WORK ON BEHALF OF HANDICAPPED EX-SERVICE MEN

Previous annual reports of the department have carried detailed notice of the taking over by the Employment Service of Canada from the Department of Soldiers' Civil Re-establishment of the duty of endeavouring to place in suitable employment men having physical handicaps due to service in the late war. During the fiscal year 1926-27, the Department of Labour again enlisted the co-operation of the provinces with respect to this task, this being the third fiscal year in which a special clause of the annual agreements covered the matter.

The agreements continued the terms and conditions for the carrying on of this work on the same basis as in previous years. The provinces agreed to undertake in all their employment offices to register and to endeavour to place in employment employable handicapped ex-service men; the Department of Labour undertook to appoint and pay in full any additional employees who might be necessary for the providing of adequate facilities at the more important points. Such federal employees were maintained in the provincial employment offices as follows: Halifax, 1; Ottawa, 1; Toronto, 3; Winnipeg, 2; Vancouver, 3; and Victoria, 1.

This phase of the work of the Employment Service of Canada deserves attention for two reasons: first, the work accomplished reflects most favourably upon Canada in respect of her discharge of her obligations to those wounded in her service during the Great War; and second, federal-provincial co-operation, which is the watch-word of the Employment Service, in this branch of the work is most advantageously exemplified. The provincial authorities assisted the Department of Labour in every way to make this work most successful. In previous fiscal years, since the work was first taken over during 1923-1924, it

might have been considered that it was somewhat in the nature of an experiment, but the steady progress which has been made would indicate that the experimental stage has passed and that this phase of the work of the Employment Service of Canada has now been placed upon a rather permanent footing.

The work is difficult of accomplishment. Certain war disabilities practically preclude the possibility of placing in employment some handicapped ex-service men by reason of the fact that positions which they might satisfactorily fill permanently are not sufficiently numerous for the applicants. This means that casual employment has to be relied upon to a considerable extent to meet the requirements of these workers. In connection with employment for partially disabled men the employers throughout the country have shown a commendable spirit of co-operation with the employment offices: the idea that to secure 100 per cent efficiency in any occupation a man must be 100 per cent physically fit, has largely been overcome, and employers, generally speaking, are willing to give a disabled man a chance to fit in, where the nature of his disability is not such that it interferes with his efficiency.

The location of the federal employees doing this specialized employment office work is not wholly due to the fact that the centres where they are located are among the largest centres in Canada, but it is also due to the fact that a certain few centres are the places of residence of a very large proportion of all handicapped ex-service men, for such reasons as greater opportunities in industry, more favourable climatic conditions, etc. While the Department has been petitioned on a couple of occasions to establish special handicap sections in other centres, in each case it has been found, on joint investigation with the provincial authorities, that the need was not sufficiently great to require such action.

During the fiscal year 1926-1927, the Employment Service made 7,775 placements of handicapped ex-service men.

EMPLOYMENT STATISTICS

As previously stated, certain statistical information covering the field of employment is regularly collected and compiled by the Employment Service Branch and published in the *Labour Gazette*. These statistics are of two classes: (a) administrative statistics, showing the work performed by the employment offices, based on daily reports received from the offices of the Employment Service; and (b) statistics based on monthly reports on unemployment, received from local trade unions. In addition, the *Labour Gazette* publishes each month index numbers of employment in industry and reports on building permits issued, which are collected by the Dominion Bureau of Statistics in accordance with the Statistics Act, 1918. These statistics are all closely followed by large numbers of persons throughout Canada, and the numerous inquiries concerning them received in the department testify to their value.

STATISTICAL REPORT OF EMPLOYMENT OFFICES

The tables on pages 107 and 108 show (table No. 2) applications, (table No. 3) vacancies, and (table No. 4) placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the fiscal year; an analysis of the vacancies and placements by industrial groups for the same period is also given (table No. 7) on pages 110 and 111.

As may be seen in the tables, during the year 1926-27 there were registered at the public employment offices a total of 540,749 applications for employment, 414,760 being from men and 125,989 from women. The total for the previous fiscal year was 548,487.

Opportunities for employment of which the offices were notified numbered 456,375, of which 344,614 were for men, and 111,761 for women. The corresponding total for the fiscal year 1925-26 was 443,810. Placements effected by the service show a total of 410,310, 319,246 having been men and 91,064 women. Considered on the basis of the duration of the prospective work, the figures are further subdivided into "casual," i.e., where the duration of employment does not exceed seven days, and "regular," i.e., where the duration of employment is in excess of seven days. From this angle the placements of men show 60,255 to have been casual and 258,991 to have been regular. Of the placements of women 49,648 were casual and 41,416 were regular. It might be added that the statistics for the preceding fiscal year recorded placements of 321,708 men and 86,779 women, or a total of 408,487.

STATISTICS OF UNEMPLOYMENT AMONG TRADE UNION MEMBERS

From reports received from local trade unions, a figure is compiled monthly, showing the percentage of the membership covered which is unemployed on the last day of the month. These statistics are worked out in considerable detail, being published in such form that each province as a whole, each industry as a whole, each main division of each industry, and each main division of each industry within each province are shown separately. When referring to trade union members as unemployed, the term "unemployment" has reference only to involuntary idleness due to economic causes. Members who are engaged at work in other than their own trades or who are idle because of illness or as a direct result of strikes or lockouts are not considered for statistical purposes as unemployed. While the greater number of the reporting unions report regularly each month, slight fluctuations are inevitable, but ordinarily over 1,500 local unions, having a total membership of about 156,000 persons, co-operate with the branch by reporting.

Table No. 6 on page 109 gives the percentages of unemployment among the membership of reporting trade unions from June, 1916, to March, 1927. Up to January, 1919, the figures are given for the last day of each quarter, but subsequent to that date, due to their more frequent collection, the percentage at the close of each month is given. The figure in each case is that for all Canada, for all industries.

LABOUR MOBILITY

While the offices of the service are located at the points of chief industrial activity, the facilities afforded are not only utilized locally, but each office supplies a considerable number of workers to the contiguous districts. Out of the total of 410,310 placements effected, 207,123 were made outside of the centres in which offices are situated.

Since 1919, the railways have accorded to bona fide applicants at the Employment Service who may desire to travel to distant employment for which no workers are available locally, a concession involving a reduced fare. This privilege is effective on the following railroads: Canadian National, Canadian Pacific, Dominion Atlantic, Kettle Valley, Michigan Central, Pacific Great

Eastern, Quebec Central, Temiskaming and Northern Ontario, and the Wabash. The reduced rate is for a second-class fare at a rate of 2.70 cents per mile, obtainable on the surrender of a certificate secured at the employment office. A minimum fare of four dollars is stipulated, so that a person travelling to employment at a distance where the reduced rate does not amount to the minimum is not able to derive the benefit therefrom. In table No. 5 on page 108, which gives details regarding the use of this certificate, it will be seen that 29,778 persons were by this means aided in securing employment.

Workers wishing to proceed from British Columbia to the Prairie Provinces to engage in harvest work were also accorded a substantially reduced fare by the railway companies. This excursion rate, which obtained during the month of August, was only available to persons whose services were necessary for harvesting operations at their proposed destination. It was good as far east as Regina and Saskatoon in Saskatchewan and granted on the surrender of special certificates secured at the employment offices. Of these certificates the Employment Service in British Columbia issued 7,347.

EMPLOYMENT SERVICE COUNCIL OF CANADA

Under Orders in Council, P.C. 3111 and P.C. 2262, passed in pursuance of the Employment Offices' Co-ordination Act, 1918, there has been established a body advisory to the Minister of Labour in respect of the administration of the Act, known as the Employment Service Council of Canada. This council is composed of representatives of the various parties to the agreements, as well as representatives of the railways, organized labour, employers, returned soldiers, and the agricultural community. While it has been the custom for the council to meet about once a year, seven meetings having been held since its inception in 1919, it so happened that the council did not meet during the fiscal year under review.

CONFERENCE

At Montreal, P.Q., on September 16, 17 and 18, 1926, was held the fourteenth annual meeting of the International Association of Public Employment Services. This association is composed of a great many of the officials of the employment service branches of the Canadian Provincial Departments of Labour, of the State Departments of Labour of the United States, and of the Federal Departments of Labour of Canada and the United States. Among the Canadian members attending the convention at Montreal were representatives of the Department of Labour, as well as some of the members of the Employment Service Council of Canada. Papers were presented to the conference on many of the phases of employment office work, the paper in each case being followed by discussion. Owing to the international character of the body a very broad field of experience is covered, so that the discussions were of a very practical and informative nature. After the meeting the Department of Labour published and distributed the proceedings, which constitute a volume of considerable value in the field of public employment office work. It might be mentioned that this was the third occasion since its formation in 1913 upon which this organization has held its meeting in a Canadian city.

TABLE No. 1.—Federal Subventions to each province during the fiscal year 1926-27, giving distribution of payments among the different items of expense accepted as proper maintenance expenditures under the agreements.

—	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Canada
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Salaries.....	2,740 47	3,150 21	13,242 57	47,219 09	9,616 37	13,213 18	9,662 48	14,109 92	112,984 29
Travelling expenses....	52 38	22 24	313 65	1,406 49	49 07	674 87	232 04	107 36	2,959 10
Rental and janitors....	788 95	689 52	1,270 67	7,474 96	1,731 95	3,586 12	2,101 13	3,103 83	20,747 13
Heat.....	21 6	10 44	311 57	488 62	39 30	73 37	87 55	30 31	1,062 80
Light.....	19 50	20 26	120 81	250 37	71 10	62 70	29 34	77 50	651 61
Water.....	2 61	2 70	9 10	23 40	3 82	9 35	42 39	.....	93 68
Office supplies and expenses.....	73 01	57 66	310 36	1,153 09	439 75	372 18	258 99	1,045 71	3,711 05
Telephones.....	170 94	112 03	307 17	1,779 01	497 93	607 20	767 59	710 85	4,953 02
Telegrams.....	13 11	11 02	46 25	424 09	55 46	106 15	112 74	232 05	1,000 87
Freight, cartage, postage, express and messenger.....	21 58	16 62	84 85	465 53	172 39	267 56	114 79	143 69	1,287 02
Repairs and alterations.....	.....	1 65	.....	.....	.....	16 80	9 30	5 22	32 97
Advertising.....	51 45	7 98	84 06	99 84	.....	172 81	4 17	27 45	447 76
International Association of Public Employment Services.....	.....	.....	103 27	.....	.....	.....	.....	.....	106 27
Unrefunded advances for transportation.....	.....	.....	.....	.....	.....	62 43	.....	.....	62 43
Totals.....	3,955 64	4,103 31	16,207 96	60,814 49	12,677 15	19,225 02	13,452 51	19,593 89	150,000 00

TABLE No. 2.—Applications for employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1926-March, 1927 (inclusive).

Province	Men	Women	Totals
Nova Scotia.....	5,075	3,847	8,922
New Brunswick.....	5,850	4,305	10,155
Quebec.....	40,488	7,770	48,258
Ontario.....	138,657	56,341	194,998
Manitoba.....	44,121	25,022	69,143
Saskatchewan.....	59,200	8,519	67,719
Alberta.....	56,722	8,853	65,575
British Columbia.....	64,647	11,332	75,979
Canada.....	414,760	125,989	540,749

TABLE No. 3.—Vacancies in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1926-March, 1927 (inclusive).

Province	Men	Women	Total
Nova Scotia.....	4,721	3,760	8,481
New Brunswick.....	5,001	4,257	9,258
Quebec.....	23,865	6,740	30,605
Ontario.....	115,717	45,052	160,769
Manitoba.....	33,416	23,254	56,670
Saskatchewan.....	75,164	10,295	85,459
Alberta.....	52,919	8,938	61,857
British Columbia.....	33,811	9,465	43,276
Canada.....	344,614	111,761	456,375

TABLE No. 4.—Placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1926-March, 1927 (inclusive).

Province	Regular Placements			Casual Placements			Total Placements		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Nova Scotia.....	2,236	1,046	3,282	2,229	2,114	4,343	4,465	3,160	7,625
New Brunswick.....	2,623	1,058	3,681	2,083	3,128	5,211	4,706	4,186	8,892
Quebec.....	20,828	4,703	5,531	493	27	520	21,321	4,730	26,051
Ontario.....	79,453	14,318	93,771	25,145	19,285	44,430	104,598	33,603	138,201
Manitoba.....	29,353	6,875	36,228	6,741	14,897	21,638	36,094	21,772	57,866
Saskatchewan.....	53,015	4,581	57,596	5,053	2,943	7,996	58,068	7,524	65,592
Alberta.....	45,604	4,388	49,992	4,514	2,759	7,273	50,118	7,147	57,265
British Columbia.....	25,879	4,447	30,326	13,997	4,495	18,492	39,876	8,942	48,818
Canada.....	258,991	41,416	300,407	60,255	49,648	109,903	319,246	91,064	410,310

N.B.—Casual placements are those where the probable duration of employment is not in excess of seven days; other placements are termed regular.

TABLE No. 5.—Reduced Transportation Rate Certificates issued in each province by the Employment Service of Canada during the year April, 1926-March, 1927 (inclusive).

Issuing Province	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Total
Nova Scotia.....					2				2
New Brunswick.....					43	1			3,465
Quebec.....			1,951	1,470	187	7			6,103
Ontario.....	11		690	5,208	187				10,552
Manitoba.....				3,876	4,221	2,335	120		3,457
Saskatchewan.....				95	89	3,119	150	4	4,305
Alberta.....				8	6	944	3,283	64	*1,894
British Columbia.....					13	267	294	1,320	
Total.....	11		2,641	10,657	4,561	6,673	3,847	1,388	*29,778

* NOTE.—See final paragraph, page 106, regarding special "harvest" certificates issued in British Columbia.

TABLE No. 6.—Percentage of their membership reported by Trade Unions as unemployed on specified dates.

Month	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927
January 31.....				3.9	4.0	13.1	13.9	7.8	7.5	10.2	8.1	6.4
February 28 (29).....				5.2	4.0	16.1	10.6	6.4	7.8	9.5	8.1	6.5
March 31.....		2.1	1.4	5.0	3.1	16.5	9.6	6.8	6.7	8.5	7.3	5.7
April 30.....				4.4	2.5	16.3	10.4	4.6	5.1	8.7	7.3	.....
May 31.....				3.6	2.4	15.5	8.7	4.5	7.3	7.0	4.9	.....
June 30.....	2.1	1.2	0.4	2.6	2.1	13.2	5.3	3.4	5.8	6.1	4.1	.....
July 31.....				2.4	2.4	9.1	4.1	2.9	5.4	5.2	2.3	.....
August 31.....				2.2	2.4	8.7	3.6	2.2	6.5	4.4	2.5	.....
September 30.....	1.5	1.7	0.7	1.8	3.3	8.5	2.8	2.0	5.9	5.7	3.3	.....
October 31.....				2.0	6.1	7.4	3.9	4.8	6.8	5.1	2.6	.....
November 30.....				3.6	10.2	11.1	6.2	6.2	9.7	5.7	4.7	.....
December 31.....	2.0	2.5	2.5	4.3	13.1	15.1	6.4	7.2	11.6	7.9	5.9	.....

N.B.—Figures given include union membership distributed throughout all provinces and all industries; usually over 1,500 local trade unions, with a combined membership of about 156,000 workers, report.

TABLE No. 7.—Positions offered and placements effected, through year April 1, 1926-

Industry	Nova Scotia			New Brunswick			Quebec			Ontario		
	Vacancies	Place-ments		Vacancies	Place-ments		Vacancies	Place-ments		Vacancies	Place-ments	
		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
Manufacturing	955	474	440	371	216	146	2,413	2,013	58	21,075	13,735	5,305
Animal products edible.....	110	18	86	21	4	17	30	20		771	336	340
Fur and its products.....							1	1		22	1	18
Leather and its products.....				4			8	9		347	167	143
Lumber and its products.....	221	164	29	135	80	47	392	392		2,868	1,789	599
Musical instruments.....							4	4		45	25	16
Pulp and paper products.....	30	4	23	15	13	2	405	291	41	1,946	1,343	524
Rubber products.....		1		3			94	76		582	411	108
Textile products.....	27	3	24	15	5	10	422	375	10	1,636	755	349
Plant products edible.....	122	32	87	69	61	8	175	139		2,508	1,725	651
Wood distillates, etc.....										4	1	1
Chemical and allied products.....	25	1	25	23	5	18	51	29		519	394	93
Clay, glass and stone.....	1	1		1	1		110	109	1	889	670	125
Electric current.....	7	7	6		3	1	67	53		459	395	53
Electrical apparatus.....	9	3					1	1		883	482	357
Iron and steel products.....	348	221	126	55	21	33	144	114	1	5,167	3,625	1,142
Non-ferrous metal products.....	3	4		5	5		264	173		488	420	81
Mineral products.....	43	13	28	2	1		108	104	3	779	517	259
Miscellaneous.....	8	3	5	19	17	2	137	123	2	1,162	679	446
Logging	848	695	21	1,275	1,060	11	6,858	6,835		25,758	17,665	187
Fishing and Hunting				8	5	2	1	1		40	19	30
Farming	246	210	8	118	113	8	616	572	13	12,392	10,680	1,011
Mining	242	193	1	99	76		175	104		1,265	1,242	14
Coal.....	228	176	1	72	68						11	
Metallic ores.....							67	1		1,010	989	11
Non-metallic ores.....	14	17		27	8		108	103		255	242	3
Communication	21	8	12	1	1		11	8	2	269	198	67
Transportation	420	162	245	437	282	154	478	398	17	6,477	3,041	3,278
Street railway and cartage.....	172	14	158	45	21	24	44	35	8	2,272	725	1,527
Railway.....	83	35	48	159	52	107	48	49		1,102	871	211
Shipping and stevedoring.....	165	113	39	233	209	23	386	314	9	3,103	1,445	1,540
Construction and Maintenance	696	412	291	962	681	227	11,799	9,714	246	35,042	30,005	4,327
Railway.....	61	60	11	411	340	71	2,408	1,650		12,289	11,581	234
Highway.....	126	87	39	53	43	10	369	156	174	9,806	7,231	2,367
Building and other.....	509	265	241	498	298	146	9,022	7,908	72	12,947	11,193	1,726
Services	4,231	1,056	2,580	5,707	1,154	4,477	7,573	5,345	145	53,613	15,568	27,155
Governmental.....	98	14	79	20	10	9	17	16		1,965	1,174	771
Hotel and restaurant.....	295	139	119	239	198	34	1,002	801	6	4,112	2,581	532
Professional.....	385	108	234	640	69	568	561	404	37	2,764	1,560	837
Recreational.....	54	16	36	16	7	9	54	36	2	2,392	721	1,482
Personal.....	508	23	484	1,372	59	1,309	597	474	82	7,573	1,026	6,509
Household.....	2,888	755	1,628	3,407	799	2,548	5,323	3,607	18	34,489	8,373	17,020
Farm household.....	3	1		13	12		19	10		318	133	4
Trade	716	70	642	263	90	172	618	482	39	4,161	1,385	2,631
Retail.....	566	61	501	230	82	146	452	361	36	3,627	1,191	2,304
Wholesale.....	150	9	141	33	8	26	166	121	3	534	194	327
Finance	106	2	103	17	3	14	63	56		677	233	425
All Industries	8,481	3,282	4,343	9,258	3,681	5,211	30,605	25,531	520	160,769	93,771	44,430
Men.....	4,721	2,236	2,229	5,001	2,623	2,083	23,865	20,828	493	115,717	70,453	25,145
Women.....	3,760	1,046	2,114	4,257	1,058	3,128	6,740	4,703	27	45,052	14,318	19,285

offices of the Employment Service, in each industry during the March 31, 1927.

Manitoba			Saskatchewan			Alberta			British Columbia			Canada		
Vacancies	Place-ments		Vacancies	Place-ments		Vacancies	Place-ments		Vacancies	Place-ments		Vacancies	Place-ments	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
1,831	803	1,273	1,043	449	546	2,801	1,696	1,262	6,575	3,452	2,837	37,064	22,838	11,867
143	27	86	148	31	114	170	70	114	307	139	166	1,700	645	923
26	3	22	6		5	120	2	118	20	1	19	195	8	182
56	5	43	71	7	64	146	17	130	106	4	93	733	209	477
154	391	85	233	113	99	968	902	122	2,780	2,163	440	7,751	5,994	1,421
1		1				1		1	4		4	55	29	22
195	35	165	15	6	8	26	8	18	204	97	100	2,836	1,797	881
13	5	10	8		8	6	4	2	60	8	48	767	505	179
299	49	241	16	6	10	29	14	14	151	12	139	2,595	1,219	797
217	64	156	150	72	76	203	110	93	526	217	244	3,970	2,420	1,315
33	1	2				30	27		42	21	21	109	50	24
103	21	87	18	8	10	29	8	21	81	30	49	849	495	303
83	14	68	84	64	14	113	119	18	122	67	53	1,403	1,045	280
42	33	8	10	9	1	55	30	24	157	154	3	797	681	89
63	9	55	19	7	11	11	4	7	29	5	21	1,019	514	458
266	103	154	226	111	104	616	224	441	1,511	236	1,264	8,333	4,649	3,271
7	4	2				19	17	6	219	204	15	1,005	827	104
30	9	20	12	3	7	166	124	51	128	57	73	1,268	828	442
100	30	68	27	12	15	93	16	76	128	43	85	1,674	923	699
2,156	4,943	.....	2,061	2,097	3	3,375	3,204	.....	4,746	4,396	182	47,107	40,895	404
14	13	.....	13	11	2	49	33	16	80	74	4	205	156	54
22,690	21,074	1,388	61,862	44,824	141	35,128	32,300	114	4,679	11,287	428	137,731	121,060	3,111
24	65	6	139	120	1	1,053	1,040	21	1,097	1,044	20	4,094	3,884	63
.....	.....	.....	102	101	.....	962	952	4	125	130	10	1,489	1,438	15
11	38	.....	.....	.....	.....	15	15	4	844	794	.....	1,947	1,837	15
13	27	6	37	19	1	76	73	13	128	120	10	658	609	33
56	46	6	172	150	8	70	33	37	55	42	12	655	486	144
389	184	193	783	212	553	736	221	516	3,049	413	2,591	12,769	4,913	7,547
338	128	187	686	163	510	698	187	509	1,199	124	1,050	5,454	1,397	3,973
46	46	3	97	49	43	38	34	7	120	81	39	1,693	1,217	458
5	10	3	.....	.....	.....	.....	.....	.....	1,730	208	1,502	5,622	2,299	3,116
3,066	1,920	1,124	6,117	5,182	477	6,632	6,076	432	8,638	5,349	3,064	72,952	59,339	10,188
540	513	3	2,932	2,631	75	3,376	3,276	29	2,696	2,509	75	24,713	22,560	498
162	132	18	810	676	93	715	660	27	1,917	805	1,120	13,958	9,790	3,848
2,364	1,275	1,103	2,375	1,875	309	2,541	2,140	376	4,025	2,035	1,869	34,281	26,989	5,842
23,241	6,685	15,022	12,268	4,414	5,413	10,621	4,941	3,950	12,471	3,984	7,781	129,725	43,150	66,523
244	200	31	95	24	68	203	227	29	937	251	611	3,579	1,916	1,598
2,249	1,688	601	756	450	75	1,257	930	54	991	708	199	10,901	7,495	1,620
576	224	330	873	765	87	219	122	86	348	190	139	6,366	3,442	2,318
367	103	262	217	27	191	100	109	82	345	73	262	3,635	1,092	2,326
1,895	90	1,768	2,254	175	2,068	1,264	222	1,034	2,624	223	2,378	18,087	2,292	15,632
16,502	3,461	12,027	5,247	1,560	2,924	5,354	2,080	2,663	7,195	2,375	4,192	80,405	23,010	43,020
1,408	919	3	2,826	1,413	.....	2,134	1,251	2	31	164	.....	6,752	3,903	9
3,077	477	2,551	979	128	839	1,374	438	917	1,836	266	1,551	13,024	3,336	9,342
1,630	314	1,282	763	96	660	845	352	478	1,344	189	1,144	9,457	2,646	6,551
1,447	163	1,269	216	32	179	529	86	439	492	77	407	3,567	690	2,791
96	18	75	22	9	13	18	10	8	50	19	22	1,049	350	660
56,670	36,228	21,638	85,459	57,596	7,996	61,857	49,992	7,273	43,276	30,326	18,492	456,375	300,407	109,903
33,416	29,353	6,741	75,164	53,015	5,053	52,919	45,604	4,514	33,811	25,879	13,997	344,614	258,991	60,255
23,254	6,875	14,897	10,295	4,581	2,943	8,938	4,388	2,759	9,465	4,447	4,495	111,761	41,416	49,648

XIV. TECHNICAL EDUCATION ACT

Technical or vocational education in Canada continues to grow and develop in an encouraging manner. Present developments are inadequate to meet the need of industry for trained, intelligent workers, but there is good reason for believing that the grants expended under the Technical Education Act have been justified and that the work being promoted is worth while. Many perplexing problems remain unsolved and a considerable part of the work in each province is purely experimental. Nevertheless, steady progress is being made and vocational training has become a recognized part of the education system in every large industrial centre in Canada.

COURSES OF STUDY AND ENROLMENTS

Commercial, home economics, technical, and general industrial courses have become fairly well established in the secondary day schools of 78 municipalities, and over 100 different courses have been organized in connection with evening schools which are being operated in 170 municipalities throughout the Dominion. The total enrolment in day vocational classes has increased from 8,512 in 1919-20 to 34,703, for the school year ended June 30, 1927. In evening classes, which were established before the Act came into operation, the enrolment has increased during the past seven years from 51,827 to 60,313. The total enrolment in all vocational classes receiving grants under the Technical Education Act was 96,682 for the past year, an increase of 7,721 over the previous year.

GRANTS TO PROVINCES BY DOMINION GOVERNMENT

The grants paid to the provinces for the fiscal year ended March 31, 1927, amounted to \$1,047,535.80, an increase of \$103,199.71 over the previous year. The provinces of Ontario, Quebec, New Brunswick, and Alberta are now earning more than their annual appropriations under the Act. The money allotted to Ontario has not been sufficient to meet provincial government expenditures since 1921, but the amounts available for all other provinces, due to accumulated reserves, have been more than sufficient to meet the provincial expenditures on a fifty-fifty basis. The Act provides that not more than 25 per cent of the annual appropriation to any province may be carried forward without the consent of the Minister of Labour and last year the provinces of Saskatchewan, Manitoba, Nova Scotia, and Prince Edward Island lost a total of \$123,573.52 because their expenditures were not sufficient to earn 75 per cent of the annual appropriations. Particulars regarding grants, expenditures, attendance, etc., are given in tables I, II, and III, appended hereto.

PURPOSE OF GRANTS

The main purpose of the grants provided under the Technical Education Act is to promote industry and the mechanical trades by assisting the provinces to provide suitable education and training for industrial workers. Education is a matter of provincial responsibility and control, but the training of industrial workers and the promotion of industrial development are matters of national importance, of direct interest to the Federal Government.

ADMINISTRATION OF GRANTS BY DEPARTMENT OF LABOUR

In carrying out the provisions of the Technical Education Act the federal director has endeavoured to avoid interference with provincial authority while retaining control of the manner in which the grants are expended. Money is not

given to the provinces to expend, but each Provincial Government is reimbursed to the extent of one-half of approved expenditures on work which comes within the scope of the Act and the annual agreements. In this way the provinces retain control of their education systems and the Federal Government is assured that the grants are expended in harmony with the purpose of the Act. The different educational, financial, and economic conditions in the various provinces make it impossible and undesirable to secure uniformity in the nature and scope of the work being promoted, but, by spreading information and encouraging co-operation, the Department of Labour is assisting each province to develop its own system along lines which best meet the requirements of local conditions.

SECOND NATIONAL CONFERENCE ON TECHNICAL EDUCATION

An important activity of the Technical Education Branch during the past year was the convening of the Second National Conference on Technical Education, held in Ottawa from February 9 to 11 inclusive. At this conference, representatives from every province met to discuss problems of mutual interest. The items on the agenda included such topics as the inclusion of agricultural education under the provisions of the Technical Education Act, the aims and objectives of vocational education, national and provincial conferences, co-operation in connection with courses and textbooks, apprenticeship, and statistics. The conference adopted two resolutions, one urging the continuance of federal grants on technical education for a further period of ten years, and the other recommending the inclusion of agricultural instruction under the provisions of the Technical Education Act in those provinces which are not earning their full annual appropriations. A motion was passed requesting the Department of Labour to convene similar conferences at least once each year. A complete report of the proceedings was sent to each province and an abbreviated report was printed as a bulletin of the Technical Education Branch, for distribution to interested persons throughout the Dominion.

BULLETINS

Four other bulletins were issued during the year. Three deal with courses of study and textbooks in commercial education, home economics, and general industrial education, and the fourth outlines the work of Canadian schools in connection with woodworking and building construction. It is the first of a series on courses of study and textbooks in the different branches of industrial education. Material for this series has been collected from teachers in various parts of the Dominion whose names were suggested by the provincial directors.

CO-OPERATION BETWEEN SCHOOLS AND INDUSTRY

While visiting the various provinces, the federal director has been impressed by the rapid development in communities where the schools and industry are working together, and by the unsatisfactory condition of the work in several places where the schools have attempted to carry the whole load. As a result of these observations the director is convinced that greater efforts should be made by each province to develop types of work which are directly connected with the industrial activities of the communities in which the schools are located. A good foundation of general industrial education has been laid in full-time day schools, but there is need for the extension and development of part-time training, co-operative classes, more highly organized evening courses, and correspondence instruction for persons employed in industrial, commercial, and agricultural occupations. The program of vocational education cannot be complete without close co-operation between schools and industry.

Lack of appreciation on the part of employers and employees regarding the purpose and value of vocational education and the difficulty of persuading educators that industry should have a voice in determining the aims and methods of the schools are perhaps the greatest obstacles to be overcome in developing adequate, effective training and education for all industrial workers. The schools too frequently regard themselves as self-sufficient agencies; labour organizations, in many instances, look upon the schools as misguided institutions turning out half-trained workers without regard to existing conditions or the best interests of the pupils; employers, on the other hand, expect the schools to relieve them of their obligation to train workers and, with few exceptions, fail to realize that industry must supplement and complete the education and training received in the classroom and school shops.

The nature and value of vocational training in any school depends almost wholly upon where the emphasis is placed in determining the immediate aims and ultimate objectives of the work to be undertaken. In several schools there is a tendency to over-emphasize the cultural or general educational values and to minimize the immediate practical value of the school training. There is no doubt regarding the added cultural and educational values secured by introducing such subjects as mechanical drawing, printing, woodworking, and machine shop practice into the curriculum of the academic high school. It is doubtful, however, that these added values justify the expense of installing machinery and equipment such as used in vocational schools. If, on the other hand, the practical value of the training is emphasized, it becomes necessary to train pupils on equipment and under conditions similar to those in industry and the school must either provide fully equipped shops or co-operate with local industrial plants so that pupils may receive a part of their training in employment.

Co-operation with industry in no way weakens the purely educational value of the school work and it greatly enhances the practical value of the training. Examples illustrating the value of such co-operation are to be found in connection with the schools at Montreal, Shawinigan Falls, Toronto, Hamilton, London, Windsor, Saskatoon, Calgary and Vancouver. A splendid start has been made, particularly at Hamilton and Montreal, but the success of these schools emphasizes the need for co-operative action in all parts of the Dominion.

Perhaps the chief reason for the lack of intimate contact and co-operation between schools and industry is the fact that very few persons possess the industrial knowledge and experience which gives them a sympathetic understanding of industrial conditions and requirements and who, at the same time, possess the educational qualifications and experience which qualify them for positions of responsibility in connection with the schools. There is urgent need for such individuals to act as co-ordinating officers who will bring the schools and industrial organizations closer together in their efforts to provide skilled, intelligent workers for Canadian industry.

The city of Toronto engages a full-time officer to do such work for the central technical school and its branches, but in most municipalities the principal and teachers are expected to do this work during their spare time. In London, three members of the staff are assigned to such work during a certain number of hours each week. In a few other municipalities officials of the school board or vocational committee undertake to establish and maintain friendly relations between the school and local employers. Nevertheless, it is evident that the large majority of employers in the various municipalities are not familiar with the work of the schools and do not appreciate the possibilities and value of co-operative action.

Notwithstanding this lack of information and appreciation on the part of many employers and the tendency in a number of schools to over-emphasize the cultural values of vocational training, the schools in Canada are doing good

work and the prospects of future developments are bright. The following brief summaries of developments during the past year give some idea of the nature and extent of vocational education in each province. More detailed descriptions of the work are given in the appended reports of the provincial directors.

SUMMARY OF DEVELOPMENTS

PRINCE EDWARD ISLAND

At the last session of Parliament effect was given to the following recommendation of the Royal Commission on Maritime Claims:—

“In Prince Edward Island there are no large industries which would justify the establishment of an institution for technical education. As agriculture is their principal interest, the Provincial Government suggested that the technical education legislation should be given a broad application in their case, and that agricultural education should be deemed to be covered by the term ‘technical education’. We recommend this suggestion to the favourable notice of the department.”

The recognition of agricultural instruction in Prince Edward Island did not affect the work during the past year, but preparations were made to extend the agricultural program and teachers were sent to New Brunswick and the United States for special training. Evening school work was started in six new centres during the past winter but classes were discontinued in three places. The total enrolment in evening classes decreased from 423 for the preceding year to 390 for the year ended in June, 1927. There was a decrease in day classes from 234 to 191.

NOVA SCOTIA

Nova Scotia reports a decrease in the total enrolment in evening classes from 2,789 to 2,387, but in day classes there was an increase from 213 to 260. The number of active pupils in the correspondence department increased from 725 to 888, but there were fewer new pupils than for the preceding year. New developments in Nova Scotia were a summer school for teachers conducted in the technical college at Halifax, and a summer course in home economics for rural teachers at the Truro Normal College. An interesting feature of the Halifax summer school was the course in vocational guidance taught by Dr. F. H. Sexton and Mr. A. T. Jewitt.

NEW BRUNSWICK

Mr. W. K. Tibert was appointed in October, 1926, to succeed Mr. F. Peacock as Director of Vocational Education. Mr. Peacock resigned to become principal of the new vocational school at St. John, which was opened in September with an initial enrolment of over 500 pupils. The building and equipment are modern in every respect and it is expected that very effective work will be done in this school.

Very satisfactory progress is being made in New Brunswick which now has six academic-vocational or composite high schools at Campbellton, Edmundston, Fredericton, Newcastle, St. John, and Woodstock. Enrolments in day classes more than doubled last year, increasing from 561 to 1,226, while the number of pupils in evening classes increased from 1,433 to 1,792. The number of teachers in training increased from 48 to 72.

QUEBEC

Vocational education in Quebec is undergoing rapid changes and developments which tend to bring about closer co-operation between the different branches of the work. Under the Technical or Professional Schools Act, which came into force on November 1, 1926, the three provincial technical schools, the two provincial schools of fine arts, and the school of higher commercial

studies in Montreal are grouped together under the title of technical or professional schools. A provincial board or corporation has taken over the administration and ownership of the above-mentioned schools, and staff appointments are made through this corporation by the Provincial Secretary or Lieutenant-Governor in Council. Provision is made for the appointment of a "Council of Improvement" and a "Board of Patrons" for each technical school, but the control of the schools is centralized in the corporation.

An important development in connection with the technical schools is the organization of trade school courses in wood and metal working trades. These courses cover two years and are designed to assist boys in selecting a suitable trade and to prepare them for remunerative employment in the chosen occupation. The school for printing apprentices in Montreal has been very successful and considerable progress has been made in establishing a similar school for the building trades. Arrangements have been made with the Annuities Branch of the Department of Labour, Ottawa, to establish a pension fund for technical teachers, the contributions to which will be shared equally by the teachers and the Provincial Government.

The total enrolment in all vocational classes on which federal grants are paid increased from 9,732 to 11,796, and progress in all branches of the work was very satisfactory. Last year Quebec spent more than any other province and expenditures in this province are rapidly increasing.

ONTARIO

The work in Ontario continues to grow in a steady and encouraging manner. The increase in day class enrolment over that of the previous year was 2,158, and for evening classes 2,751. The total enrolment in all vocational classes was 59,661, over one-half of the total enrolment for the whole Dominion.

The provincial Department of Education conducts three agricultural schools at Ridgetown, Renfrew, and Beamsville. These are included in the report for statistical purposes only. The province earns more than its total appropriation on other branches of the work, so that the agricultural work is not considered when calculating the grants under the Technical Education Act.

Building operations were planned or under way during the year at Port Arthur, Belleville, Timmins, Peterborough, Toronto, and London. The plans at London are for the third addition to this thriving school.

Considerable attention has been given during the past year to the needs of smaller cities and towns in Ontario and it is hoped that suitable programs and organizations for such places may be worked out in the near future.

Arrangements have been made with the University of Toronto for a special matriculation course for technical school pupils which substitutes arithmetic, mechanical drawing, and shopwork for Latin, etc. The employment records of graduates, mentioned in the provincial director's report, indicate that the schools are co-operating with industry and that the value of industrial education is being appreciated in Ontario.

MANITOBA

There have been no new developments in Manitoba during the past year, but Mr. S. T. Newton was appointed Director of Technical Education at the beginning of the current school year, and the outlook for the future is promising. The number of pupils enrolled in day vocational classes was 2,155, and in evening classes 1,200. These figures show a slight decrease in evening classes and an increase in day classes.

SASKATCHEWAN

Commercial classes in Saskatchewan continue to thrive in three cities, but the other branches of vocational education have not yet been developed except

in evening classes in Regina and Saskatoon. The total enrolments for day and evening vocational classes were 755 and 939 respectively, a decrease in day classes but an increase of nearly 45 per cent in evening classes.

ALBERTA

Progress in Alberta during the past year was very satisfactory. There were no new developments of importance, the growth of the provincial Institute of Technology and Art in Calgary being the outstanding feature of the year's work. The total enrolment in all classes at this institution shows an increase of 395 over the preceding year. New shop accommodation has been added and the work of the institute is expanding very rapidly. Students come from all parts of the province and the school is unable to accommodate all applicants for instruction. The total enrolment for last year was 1,273, divided as follows: day classes, 538; evening, 523; and correspondence, 212.

The total enrolment in day classes throughout the province was 2,034 and in evening classes 2,107, a small increase in day classes and a decrease of 20 in evening classes.

BRITISH COLUMBIA

The work in British Columbia is being extended and considerable progress was made during the past year. There was an increase in the enrolments in both day and evening classes, the totals for the year being 3,272 and 5,176 respectively. For the first time, the British Columbia report gives the number of individuals enrolled in evening classes (5,176) as well as the total enrolment in all classes, which amounted to 6,366. The difference between the two figures is accounted for by the fact that a number of pupils enroll in more than one class.

Commercial classes predominate in British Columbia, and the instruction provided in these classes appears to be meeting the needs of the pupils who enter business occupations. The establishment of the new technical institute for Greater Vancouver, plans of which are being prepared, will have a very strong influence on the development of industrial courses and will assist in the development of industries throughout the province.

The contemplated extension of correspondence instruction will help to solve the problem of providing suitable instruction for small scattered communities where day classes are not feasible and where trained instructors are not available.

TABLE 1.—MONEY AVAILABLE AND MONEY PAID TO THE PROVINCES UNDER THE TECHNICAL EDUCATION ACT

For the Fiscal Year ended March 31, 1927

Province	Annual appropriation	Balance from past years	Total amount available	Amount paid to provinces	Total amount carried forward	Amount lapsed
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	70,374 35	110,299 62	180,673 97	56,627 03	124,046 94	Nil
Alberta.....	77,725 40	39,934 76	117,660 16	85,789 16	31,871 00	Nil
Saskatchewan.....	97,165 78	176,767 50	273,933 28	18,021 83	201,058 94	54,852 51
Manitoba.....	80,218 72	153,656 62	233,875 34	20,056 34	173,711 30	40,107 70
Ontario.....	347,636 30	Nil	347,636 30	347,636 30	Nil	Nil
Quebec.....	281,751 31	260,653 36	542,404 67	403,944 35	138,460 32	Nil
New Brunswick.....	54,640 80	58,707 22	113,348 02	76,208 59	37,139 43	Nil
Nova Scotia.....	70,288 60	151,684 67	221,973 27	31,494 87	169,256 82	21,221 58
Prince Edward Island.....	20,198 74	47,870 40	68,069 14	7,757 33	52,920 08	7,391 73
Totals.....	1,100,000 00	999,574 15	2,099,574 15	1,047,535 80	928,464 83	123,573 52

TABLE II.—SUMMARY OF EXPENDITURES BY PROVINCIAL GOVERNMENTS ON VOCATIONAL EDUCATION FOR FISCAL YEAR ENDED MARCH 31, 1927

Province	Expenditures on Provincial Government Work				Grants to Local School Boards and Institutions				Total expenditures by Provincial Government		
	Adminis- tration	Teacher Training	Corres- pondence Instruction	Other Provincial Institutions	On Capital Account		On Teachers' Salaries			On Main- ten- ance	Special and other Grants
					\$	cts.	\$	cts.			
British Columbia.....	7,722 70	3,529 13	3,553 30	.....	20,445 17	.....	78,144 73	.....	.....	113,395 03
Alberta.....	7,495 28	.....	8,010 31	123,817 42	714 91	.....	31,540 40	.....	.....	171,578 32
Saskatchewan.....	3,893 70	.....	.....	.....	3,188 24	.....	28,961 71	.....	.....	36,043 65
Manitoba.....	582 55	.....	183 35	.....	.....	.....	39,346 80	.....	.....	40,112 70
Ontario.....	20,010 28	18,756 33	.....	.....	222,740 52	.....	493,266 99	.....	39,000 00	793,774 12
Quebec.....	15,046 86	1,600 00	1,102 18	153,853 18	88,323 30	.....	49,690 64	.....	637,388 66	807,888 70
New Brunswick.....	5,766 13	6,884 98	9,458 62	.....	384 04	.....	34,531 65	.....	649 96	152,417 19
Nova Scotia.....	10,167 73	.....	.....	.....	2,127 03	.....	10,340 62	.....	3,900 00	62,989 74
Prince Edward Island.....	240 00	.....	.....	.....	.....	.....	.....	.....	486 46	15,514 67
Totals.....	70,925 23	30,770 44	22,307 76	277,670 60	337,923 21	.....	765,823 54	.....	681,425 08	2,193,714 12

TABLE III.—VOCATIONAL SCHOOLS, TEACHERS AND PUPILS IN CANADA,
School Year ended June 30, 1927.

Province	Number of Municipalities Conducting Classes		Number of Teachers				Number of Pupils				Teacher-Training			
	Day	Evening	Day	Evening	Corres- pondence Depart- ment	Total	Day	Evening	Corres- pondence Depart- ment	Total	Schools	Teachers	Pupils (teachers in training)	
British Columbia.....	15	39	165	232	2	399	3,272	5,176	209	8,657	1	5	50	
Alberta.....	3	9	79	86	4	169	2,034	2,107	212	4,353				
Saskatchewan.....	3	2	39	38		77	755	939		1,694				
Manitoba.....	5	1	262	44	2	308	2,155	1,200	32	3,387	1	1	14	
Ontario.....	32	57	755	1,225		1,980	21,684	37,977		59,661	1	9	75	
Quebec.....	10	21	124	261		385	3,126	8,345	325	11,796			2	
New Brunswick.....	8	8	61	92		153	1,226	1,792		3,018	1	5	72	
Nova Scotia.....	1	24	12	130	14	156	260	2,387	888	3,535				
Prince Edward Island..	1	9	18	21		39	191	390		581				
Totals.....	78	170	1,515	2,129	22	3,666	34,703	60,313	1,666	96,682	4	20	213	
Totals, 1926.....	72	166	1,361	2,090	27	3,478	29,010	57,706	1,396	88,961	4	13	242	

PRINCE EDWARD ISLAND

W. Boulter, Deputy Minister of Agriculture

During the year ending June 30, 1927, the following courses were offered in connection with the Technical Education Act:—

1. Short term courses in home economics, including millinery, dressmaking, laundry, home nursing, household administration, accounts and English reading.
2. Short term courses in motor mechanics, woodworking, blacksmithing, civics, commercial arithmetic, English reading and drawing.
3. Special short course for cheese and butter makers, followed by visits of instructors to factories for inspection, observation and demonstration.
4. Commercial course of two years open to students having completed two years of high school work.
5. Night school courses for day workers, to fit them for advancement.

ENROLMENT

The total enrolment for the school year was 581, and the numbers registered by courses were as follows:—

Course 1, 14; Course 2, 128; Course 3, 34; (individual instruction at factories) Course 4, 15; Course 5, 390.

The year under review has been very satisfactory from the standpoint of vocational education. The work carried on has not differed materially from that of previous years. It had been planned to commence the evening classes earlier in the autumn, but owing to the extremely busy season during the harvesting and shipping of potatoes this was not carried into effect.

It will be noted that the number of night schools throughout the rural communities has increased considerably.

Both in the short course and the school course the woodworking program has been made intensely practical, the young men planning and making articles of furniture in a very creditable manner. At the close of the short course a very fine exhibit of handiwork was held in the assembly hall of Prince of Wales College.

The commercial course carried on in connection with Prince of Wales College is being well maintained. At the annual closing exercises of the institution held on May 27 a number of students received certificates, having completed satisfactorily the two years' course.

In view of the recognition now given to agriculture as a technical subject it is expected that the night classes will be considerably increased and special attention devoted to this phase of technical work. Several of our teachers and inspectors have taken summer courses at Cornell and Mt. Allison Universities with a view to assisting in carrying on this line of endeavour.

PRINCE EDWARD ISLAND—SUMMARIZED STATEMENT OF ATTENDANCE AND
TEACHERS IN DAY VOCATIONAL CLASSES

For Period July 1, 1926, to June 30, 1927

Municipality and School	Department	Full-time classes		Part-time classes		Short term and Special classes		Number of individuals enrolled			Teachers				
		Total enrolment	Average attendance	Total enrolment	Student hours	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Charlottetown.....	Commercial.....	15	15	.....	.....	.....	.....	1	14	15	1	4	3	2	5
	Industrial.....	.....	.....	.....	.....	128	9,306	128	.....	128	.....	7	7	.....	7
	Home Economics.....	.....	.....	.....	.....	14	882	.....	14	14	.....	5	.....	5	5
	Dairy Course.....	.....	.....	.....	.....	34	.....	34	.....	34	1	.....	1	.....	1
Totals.....	.....	15	15	.....	.....	176	10,188	163	28	191	2	16	11	7	18

PRINCE EDWARD ISLAND—SUMMARIZED STATEMENT OF ATTENDANCE AND
TEACHERS IN EVENING VOCATIONAL SCHOOLS

For Period December 1, 1926, to March 1, 1927.

School	Number of Subjects	Number of Classes	Enrolment All Classes	Student Hours	Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Georgetown.....	6	1	25	784	25	.....	25	1	.....	1
Savage Harbour....	6	1	9	347	9	.....	9	1	.....	1
Urbanville.....	6	1	25	226	25	.....	25	1	.....	1
Mount Stewart.....	6	1	20	500	20	.....	20	1	.....	1
St. Andrews.....	6	1	33	581	33	.....	33	2	.....	2
St. Chrysostome....	6	1	31	564	31	.....	31	1	.....	1
Canoe Cove.....	6	1	20	402	20	.....	20	1	.....	1
Wellington.....	6	1	16	116	16	.....	16	1	.....	1
Charlottetown.....	11	11	211	3,715	110	101	211	5	7	12
Totals.....	.....	19	390	7,235	289	101	390	14	7	21

NOVA SCOTIA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

Dr. F. H. Sexton

Unfortunately a decrease in registration and attendance must be recorded in the vocational schools for the current year. In the evening technical classes the number diminished from 2,198 in 1925-26 to 1,907 in the present year. For the corresponding periods the registration in the evening coal mining schools dropped from 542 to 480. The change in the total enrolment was from 2,789 to 2,387.

The reason for the decrease is probably due to the continued industrial depression in the province. The strike which had prevailed in the coal mines was settled and the mines operated briskly on a good demand for coal. However, so much time had been lost and so many obligations had been incurred that a good deal of time was necessary before normal conditions were restored. The whole credit structure of business in the province had been badly strained and it was months after the resumption of work by the miners before affairs were proceeding on an ordinary basis again. During this period young men and women

were leaving the province in large numbers to seek employment in other Canadian provinces or in the United States. The mass of people in the province seemed apathetic to means of improving their education, technical or otherwise, when there seemed no special openings for trained workers, and hence did not register in the evening schools in as large numbers. There were other contributory reasons for decreased attendance, but the main factor was the mass psychology of industrial and commercial depression. During the last few months of the year there seemed to be a continually growing hope and confidence in the future based on the report of the Duncan Commission and the ready action of the Dominion Parliament in putting the recommendations of the commission into immediate effect. The people in the province are becoming more confident and buoyant and the immediate future seems more promising. These conditions will no doubt react more favourably for education as well as for business and the evening technical classes be attended as fully as they were five years ago.

NOVA SCOTIA COLLEGE OF ART

The total enrolment for the current year was slightly less than in the previous year, but the number of full-time pupils increased.

More attention was paid to applied design and the students carried out many practical projects, such as batik, mufflers, posters, menu cards, Christmas greeting cards, score cards, etc. Many of the pupils were able to execute special orders satisfactorily and help pay college expenses. Black and white work for the local newspapers and for the Nova Scotia Tourist Association was executed and offered valuable practical experience. The college avidly searched for and carried out any worthy projects which would enhance their power.

Drawing from life was much enlarged this year because of more ample provisions for models. The craft section of the college has expanded its activities and now covers basketry, weaving, leather work of all sorts, bookbinding, linocuts, and woodwork in colour. The work that the college has done during the past few years in giving special afternoon classes to the public school teachers is bearing good fruit. The teachers are now able to deal with this subject much more effectively and a growing appreciation of art is in evidence among the present school population.

The graduates are finding employment and are showing the thoroughness of their training by their achievements in many lines of work. Students from the college who go to other institutions for further training take high places in their classes. The work of the college is highly commendable and deserves far better accommodation and equipment. The staff and the spirit of the pupils could scarcely be improved.

CORRESPONDENCE STUDY DIVISION

The enrolment numbered by the new courses was 362, as against 410 for last year. The number of individuals enrolled was correspondingly 235 and 273. The total number of active students increased from 725 to 888. This branch showed a decrease as well as others. Probably the same reasons are behind this falling off as in the case of the evening technical classes.

No new courses have been added during the year but the efforts of the staff have been concentrated upon the improvement of the instruction with gratifying results.

TEACHER TRAINING

A class was formed in home economics for teachers in the rural schools. These school teachers take a short summer course at the Normal College in Truro to make them better fitted to fill their positions in the rural communities.

The home economics course had to be abbreviated because it had to be compressed into a period of three weeks. The instruction covered the following range:—

- (1) Food selection for health maintenance,
- (2) Value of the school lunch,
- (3) Preparation of school lunch in rural schools,
- (4) Cooking of common foods,
- (5) Canning and preserving,
- (6) Judging foods for school fairs.

The course consisted of a series of lectures, supplemented by adequate practical work in the kitchen. Seventy-three teachers enrolled in the subject. All of them had had one or more years of experience in teaching a rural school and were returning to the same work. It is felt that this course will do a great deal of good in the added knowledge and proficiency of these teachers in their country schools.

NEW DEVELOPMENTS

During the summer, the Department of Education conducted its first summer school for teachers in Halifax. There was a wide and generous program of courses, and over 200 teachers from all parts of the province registered for work. Practically all of the instruction was carried out in the technical college. The Technical Education Branch was asked to give a course of thirty lectures on vocational guidance. These were carried out by Dr. F. H. Sexton and Mr. A. T. Jewitt. The students in this course consisted of principals and supervisors of schools who felt that some measures should be taken even in smaller towns for the guidance of youth towards their proper life work.

The following subjects were included in the course:—

Definition of vocational guidance; need of guidance in modern life; modern conceptions of the purpose and aims of education; how to educate the public to the importance of guidance; how to find out interests, aptitudes, and abilities of school pupils; educational guidance; agencies of assistance in vocational guidance; survey of vocational interests of pupils in schools; school attendance and elimination; survey of occupational opportunities of community; organization of vocational guidance bureau; preparation, equipment, and duties of vocational counsellor; elements of a satisfactory vocation; remuneration, preparation required; mental and physical demands, temperamental demands; opportunities for employment and advancement.

How to study and record personal aptitudes and abilities; school records; intelligence and achievement records; special tests for aptitudes and abilities; try-out courses in industry; value of phrenology, physiognomy, graphology, and astrology.

General and special intelligence tests, directed self-analysis, principles and methods for individual vocational choice.

Placement and supervision in employment; entrance to first job; advisability of changing jobs; avenues through which jobs may be secured; steps in placement and subsequent supervision in work; rating scales in industry; education and training of worker in industry.

Some of the men who attended the course declared their intention of trying to organize some form of vocational guidance in the communities in which they worked. It is most desirable that the school shall be organically linked with industry and that each individual should be helped to find and be placed in the occupation for which he is best fitted.

The end of the period is approaching during which the Dominion is enabled by the Technical Education Act of 1919 to give grants to the provinces to assist in carrying on secondary vocational education. These subsidies have been of paramount importance in promoting and maintaining this branch of education in Nova Scotia. There is no doubt but that the provincial program would have had to be seriously curtailed in the last few years on account of financial stringency if the federal assistance had not been forthcoming. At the present time the whole education system of the province is being investigated and overhauled in preparation for radical development and extension. Secondary vocational education should be extensively enlarged because there are no technical high schools in the province at present. If financial aid from the Dominion is made possible by the re-enactment of the Technical Education Act of 1919 or some other substantial assistance of this kind for another period of years or as a continuous policy as in the United States and Great Britain, vocational education in the province will forge ahead accordingly. If such federal grants are discontinued in 1929, it is certain that even the present activities in evening technical classes, correspondence study, and short courses will have to be seriously curtailed. The increase of Dominion subsidy to Nova Scotia recently granted on the basis of a recommendation by the Duncan commission will yield nothing for education because it is only adequate to balance the present modest provincial budget. The federal aid is, therefore, necessary to Nova Scotia in trying to provide for its young people some of the facilities in technical training that now exist in the larger and wealthier provinces.

For Period July 1, 1926, to June 30, 1927

Municipality and School	Department	Full-time classes			Part-time classes		Short-term and Special Classes		Number of individuals enrolled			Teachers				
		Total enrollment	Average attendance	Student hours	Total enrollment	Student hours	Total enrollment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Nova Scotia Technical College.....							26	10,853	26	....	26	2	4	6	....	6
Nova Scotia College of Art.....		19	15	9,325	19	3,720	63	793	45	116	161	3	1	....	4	4
Nova Scotia Agricultural College.....	Home Economics						73	10,676	4	69	73	2	....	....	2	2
Totals.....		19	15	9,325	19	3,720	162	22,319	75	185	260	7	5	6	6	12

Correspondence Department—Enrolment	{ New Students, July 1, 1926, to June 30, 1927.....235	Teachers, 14.
	{ Active Students on June 30, 1927.....888	

NOVA SCOTIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS

For Period June, 1926, to June, 1927.

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment All Classes	Total Student Hours (by Clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
EVENING TECHNICAL										
Dominion.....	1	1	9	712	.....	9	9	.....	1	1
Glace Bay.....	4	6	136	8,714	7	122	129	2	4	6
Halifax.....	15	40	743	43,132	308	334	742	22	10	32
Kentville.....	1	1	16	586	.....	16	16	.....	1	1
New Glasgow.....	10	12	236	11,444	100	117	217	5	5	10
North Sydney.....	1	1	18	1,338	.....	18	18	.....	1	1
Springhill.....	2	2	30	3,286	.....	28	28	.....	2	2
Stellarton.....	2	3	74	5,404	2	71	73	.....	3	3
Sydney.....	10	14	367	21,810	145	199	344	8	8	16
Sydney Mines.....	3	3	42	2,488	1	40	41	.....	3	3
Truro.....	1	1	20	1,170	.....	20	20	.....	1	1
Westville.....	1	2	47	3,258	.....	46	46	.....	2	22
Windsor.....	2	2	30	1,824	5	23	28	1	1	2
Yarmouth.....	7	8	149	8,470	45	100	145	5	2	7
Halifax—										
Nova Scotia College of Art.....	4	4	62	1,784	11	40	51	0	4	4
EVENING COAL MINING										
Cape Breton North—										
Florence.....	3	3	30	2,702	25	.....	25	3	.....	3
Little Bras d'Or.....	2	2	14	960	13	.....	13	2	.....	2
Sydney Mines.....	6	6	72	4,298	72	.....	72	6	.....	6
Cape Breton South—										
Birch Grove.....	1	1	13	1,132	13	.....	13	1	.....	1
Dominion.....	2	2	29	1,194	28	.....	28	2	.....	2
Glace Bay.....	3	4	43	3,140	41	2	43	3	.....	3
McKay's Corner.....	1	1	9	194	9	.....	9	1	.....	1
New Victoria.....	1	1	4	56	4	.....	4	1	.....	1
New Waterford.....	3	3	65	3,708	59	.....	59	3	.....	3
Port Morien.....	2	2	16	1,114	9	3	12	2	.....	2
Reserve.....	1	1	18	1,178	18	.....	18	1	.....	1
Inverness County—										
Inverness.....	3	3	24	1,773	22	.....	22	3	.....	3
Cumberland County—										
River Hebert.....	2	2	18	1,106	17	.....	17	2	.....	2
Springhill.....	4	4	47	2,332	35	7	42	4	.....	4
Pictou County—										
Stellarton.....	3	3	61	1,662	58	.....	58	2	.....	2
Westville.....	3	3	45	2,784	45	.....	45	3	.....	2
Totals.....	.....	141	2,487	144,753	1,092	1,195	2,387	82	48	130

NEW BRUNSWICK

REPORT OF THE DIRECTOR OF VOCATIONAL EDUCATION

W. K. Tibert

The year 1926-27 witnessed considerable expansion along vocational education lines in New Brunswick. Enrolments in day classes more than doubled. Eight day schools were in operation with a total enrolment of 1,226, an increase of 168 per cent over the previous year. Full time day teachers now number 58, an increase of 93 per cent. The evening school enrolment reached 2,259, an increase of 28 per cent. Seventy-two teachers and prospective teachers received training during the year, forty-seven in the provincial summer school and twenty-five in institutions outside of the province.

DEVELOPMENT

The St. John Vocational School was completed during the early part of the year and was opened during the month of September with an enrolment of over five hundred. The Campbellton Composite High School was also opened in September. The enrolment in the vocational departments was far in excess of what was expected. Excellent work has been done in these schools during the year and an increasing interest has been manifest. In fact, the same can be said of all communities in which vocational education is being taught.

SHORT COURSES

The only short courses attempted during the year were in automotive electricity and oxy-acetylene welding. These courses were held in the St. John Vocational School building during the months of January, February, and March. The work done was very satisfactory and it is hoped that during the coming year this work may be expanded to meet the ever increasing need.

TEACHER TRAINING

The New Brunswick Vocational Education Board held a summer school at St. John during July, 1926, for the professional improvement of teachers of home economics and commercial subjects. The former was conducted along the same lines as in previous years and was under the supervision of Miss Sarah M. Barnett, B.Sc., Provincial Supervisor of Home Making Departments. The commercial teachers of the province conducted their institute over a period of three weeks.

Through the kind co-operation of Mr. Pointing, of the Sir Isaac Pitman Company of Toronto, a very interesting lecture was given by Mr. Nathan Behrin, the world's champion shorthand writer. Mr. Renshaw, of the Gregg Publishing Company, gave two days' demonstration of the Gregg system which was much appreciated.

Through the co-operation of the United Typewriter Company, a series of conferences and demonstrations on the best method of typewriting was given by Mr. Fred Jarrett, formerly the champion typist of Canada. Mr. A. F. Sprott, of the Commercial Text Book Company of Toronto, and the author of the book-keeping text that is being used throughout the province, spent four days at the school giving excellent courses in book-keeping, penmanship, and office practice. Two interesting lectures on elementary economics were delivered by Mr. C. K. Ganong, of the University of Wisconsin. Demonstrations of the latest office appliances were presented by Mr. A. C. L. Tapley and others. Daily committee meetings on course construction were held under the chairmanship of Mr. W. G. Jones, of Newcastle. This committee worked out a complete commercial course for the high schools which will help the work very much throughout the whole province.

The policy of assisting teachers to attend institutions outside the province was continued and most of the industrial teachers studied abroad. Because we have no normal school in New Brunswick for preparing vocational teachers, it seems very practical to have them attend standard institutions outside. Each teacher who is assisted to do this is placed under a definite contract to serve in his native province when called upon to do so. It is interesting to note that practically all those who have received government aid in this connection are working within the province and bringing to our schools the benefit of their special training.

PERSONNEL

Mr. W. K. Tibert was appointed in October to succeed Mr. Fletcher Peacock, who resigned as Director of Vocational Education.

Miss Marion Sterling was appointed as Clerk Accountant, succeeding Miss Marguerite L. Taylor, resigned.

Up to the time of this report no successor to Miss Sarah M. Barnett, B.Sc., who resigned from the position of Supervisor of Home Economics, has been appointed.

NEW BRUNSWICK—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN DAY VOCATIONAL CLASSES

For Period July 1st, 1926, to June 30th, 1927

Municipality and School	Department	Full-time classes		Part-time classes		Short term and special classes		Number of individuals enrolled			Teachers				
		Total enrolment	Average attendance	Total enrolment	Student hours	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Campbellton	Prevocational.....	63	55												
Composite High.	Commercial.....	44	38.5			17	15637½	52	72	124	6	1	3	4	7
Carleton County	Agriculture.....	12	8			48	1,152								
Vocational School	Home Economics.....	16	11												
	Commercial.....	30	25					48	58	106	5		2	3	5
Edmundston	Prevocational.....	58	44.6												
Composite High.	Industrial.....	43	37.5												
	Home Economics.....	22	19.5												
	Commercial.....	45	37					91	77	168	6		3	3	6
Fredericton	Prevocational.....	39	35												
Composite High.	Industrial.....	6	6												
	Home Economics.....	1	1												
	Commercial.....	67	60.3					50	63	113	6		3	3	6
McAdam.....	Prevocational.....	40	32												
	Commercial.....	18	11					27	31	58	4		2	2	4
Milltown.....	Commercial.....	13	10					4	9	13	2			2	2
Newcastle	Prevocational.....	48	35												
Composite High.	Industrial.....	6	3.6												
	Home Economics.....	14	10												
	Commercial.....	22	17												
Saint John	Prevocational.....	197	132.2												
Vocational.....	Industrial.....	70	53.5												
	Home Economics.....	40	37.3												
	Commercial.....	116	79.5												
	Technical.....	26	23.7			80	34,702	281	248	529	24		14	10	24
Saint John Winter Courses.	Automotive Electricity.....					18									
	Oxy-Acetylene welding.....					7	5,230	25		25			2	2	2
Total.....		1,056	823.2			170	56721½	624	602	1,226	58	3	32	29	61

Teacher-Training Classes—Enrolment, 72; Teachers, 5.

NEW BRUNSWICK—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN EVENING VOCATIONAL SCHOOLS

For Period July 1, 1926, to June 30, 1927.

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment All Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Campbellton.....	6	17	200	6,642	48	125	173	2	7	9
Edmundston.....	7	13	134	4,296	48	39	87	2	5	7
Fredericton.....	12	29	314	11,948	86	223	309	6	9	15
Marysville.....	2	3	32	804	21	11	32	1	2	3
McAdam.....	5	6	59	1,926	22	32	54	2	3	5
Milltown.....	4	7	95	2,810	27	46	73		4	4
Moncton.....	6	37	428	14,608	124	222	346	4	17	21
St. John.....	17	53	997	28,552	296	422	718	15	13	28
Totals.....		165	2,259	71,586	672	1,120	1,792	32	60	92

QUEBEC

REPORT OF THE GENERAL DIRECTOR OF TECHNICAL EDUCATION

Dr. A. Frigon

The coming into force of a new law governing the technical schools of the province on November 1, 1926, which superseded the law passed in 1907, has modified the situation as regards the control of our schools. At present, the technical schools in Quebec, Montreal and Hull, the fine-arts schools in Quebec and Montreal, and the Ecole des Hautes Etudes Commerciales are all grouped together under the name of technical or professional schools. The directors of the fine-arts schools and the Ecole des Hautes Etudes Commerciales are responsible directly to the Honourable the Secretary of the Province. The General Director of Technical Education is also responsible to the Honourable the Secretary of the Province for the operation of the three technical schools above mentioned, and for the supervision of all schools and courses giving instruction in industrial subjects, and which are subsidized by the province. This means, in effect, that the financial and administrative control of the three technical schools in Quebec, Montreal and Hull has been centralized with the General Director of Technical Education. By thus establishing a central authority, a better co-ordination in the administration of the principal technical schools in the province will be obtained. The effectiveness of this new system has already been proved in many ways. Until last fall, the three technical schools were controlled by local corporations which were, according to law, absolutely free to act as they pleased, except in a few special instances, although most of the money spent came from the Provincial Government and bond issues covering the cost of buildings and equipment were also guaranteed by the province. The situation was not entirely satisfactory in spite of the good-will and interest shown by the different individuals and bodies concerned. At present the control is entirely within the Provincial Secretary's Department and a very close contact is maintained with industry by appointing committees which act in an advisory capacity, not only by helping in the direction and administration of the schools, but also by making suggestions in connection with the various courses or group of courses.

One of the most important innovations which has been adopted for many years is the organization in the Montreal Technical School of a new course which, for the lack of a better expression, is called "The Trade's School Course." This new course will supplement the "Technical" course whose aim is to prepare "technicians," *i.e.*, those who are qualified to occupy in industry an intermediate position between the mechanic and the engineer. The technical course, we believe, answers a definite purpose and is supplying the province with a number of well qualified men who are able to look after the production end of manufacturing and industrial organizations. The rather high standard of this course, however, prevented a large number of boys from benefiting from our schools. These young men belong to that class of boys who leave the ordinary school, possibly a little too soon, but who are anxious to learn something about a trade in a day school. The program of the new trade's school course covers a period of about two years, of which about four-fifths is devoted to shop work, the balance of the time being spent in the class-room where the elementary mathematics and drawing relating to the trade chosen are taught. The following trade's school courses have been established: toolmaking, patternmaking, carpentry, cabinetmaking, machine shop, foundry, and blacksmithing. At the beginning of the first year each student spends two weeks in each of the four basic shops: machine shop, woodworking, foundry, and smithy, and he then selects the particular shop in which he stays until the end of the course. When a boy

finishes this course, he will have the fundamentals of his trade and will have acquired a certain dexterity which will qualify him for a good paying job. These not being apprenticeship courses, he will then have to settle with the local organizations the question of his admission as a journeyman; but, whatever the situation may be in this respect, the knowledge and experience he has already acquired at school will give him a great advantage over his fellow men. The programs of the trade's school and technical courses have been so arranged that it is possible for a student to shift from one to the other during the first term of the first year. These trade school courses were started in Montreal last fall, and similar courses will be inaugurated in Quebec and Hull in the fall of 1927. We have had very good results during the first year, and we expect that many more students will choose the new course rather than the technical course, which is longer and more difficult.

The apprenticeship course for the printing trade in Montreal has been well attended, the number of students being about what was expected. We feel that this course is giving full satisfaction. We have added an evening class for pressmen with very good results. The success we have had with the scheme adopted for this course has justified us in applying the same principle to the organization of the building trade courses. This is now under way and we hope to start, sometime next year, part-time courses for apprentice bricklayers, masons, plasterers, carpenters and tile setters. The situation in this case, however, is much more complicated as we have to secure the co-operation of some fourteen or fifteen different labour organizations, some of which are more or less antagonistic to each other. However, meetings which have already been held show that representatives of all the groups interested are very much in favour of some sort of trade courses. They have been assured that the aim of the technical schools is merely to provide special instruction for those apprentices who are worth while looking after and not to put on the market a large number of new workers; in other words, the intention is to provide quality rather than quantity.

An industrial course, similar to that which was organized in Grand'Mere some years ago, was inaugurated last fall at the College of La Tuque. This course provides instruction along industrial lines for the students of the regular commercial course who receive a certain number of hours' practice in the machine shop during the last four years of their course, after which they have an option to follow either a three years' advanced commercial course, or a three years' technical course. If we may judge by the results already obtained in Grand'Mere, this new school should produce very interesting results.

We are at present adding considerably to the shop equipment of the Montreal and Quebec schools. Additional floor space is being provided in Montreal, and a quantity of machinery, which will enable the boys of the trade's school course to work on a production basis, has been secured. The Montreal school is especially well equipped and has shops of which we may very well be proud.

Instead of organizing normal courses for technical teachers, we have continued the policy of sending young men abroad, to enable them, not only to acquire an efficient knowledge of their particular trade, but also to get familiar with the methods practiced in other schools. We find this system satisfactory for the present, and it offers us an opportunity to give certain advantages to our most brilliant graduates.

The technical magazine *Technique* is now appearing every month except in July and August. We have been successful in securing a certain number of interesting articles, and we hope that this publication will help us to sell, so to speak, the idea of technical education in this province.

We have been encouraged throughout the year by a good many industrial firms, but I would like to mention, in particular, the Shawinigan Water and

Power Company, which has offered numerous cash prizes, to be distributed every year to the students of the Quebec, Three-Rivers, Grand'Mere and Shawinigan Technical schools. It is hoped that other big industrial organizations will follow this fine example.

The results obtained by the fine-arts schools in Quebec and Montreal continue to be remarkable. Every year a great number of candidates are refused admission and those admitted are selected from more than double their number after a competitive examination. Some of the graduates and even the students of these schools have won great success in competitions open to all comers, and organized by different American and Canadian bodies. The graduates of the industrial art section secure positions with very little difficulty and there is no doubt but that these two schools will do a great deal towards creating a demand for better artistic treatment of whatever may be offered to the public in the province.

The correspondence course, established by the Ecole des Hautes Etudes Commerciales two years ago, is doing very nicely, with a steadily increasing enrolment. Evening classes in commercial and similar subjects given by the school are always very popular and are attended by a very good class of students. The same is true of the three-year day course, which is being continually improved by the appointment of new teachers and an increase in teaching facilities. A new building has been purchased and the library located there, thus making room for the correspondence course.

A pension fund will be created and negotiations are now under way with the Department of Labour in Ottawa, in order that the annuity system of the Federal Government may be utilized. The main principles upon which this fund will be based are as follows:—

Every member of the staff who is appointed in the future will be obliged to participate in the pension fund, and shall authorize that 5 per cent be retained from his salary towards payment of the premium. The Government will pay an additional 5 per cent and will deposit the total premium in accordance with a signed contract as between each individual, the Honourable the Provincial Secretary and the proper authorities of the Annuity Branch of the Department of Labour. One of the clauses of the agreement stipulates that the teacher must retire as soon as he has reached the age of sixty-five except in a few special cases. All the present members of the various staffs will be asked to join the system, and we have every reason to believe that all of them will be glad to do so.

Generally speaking, we are still in a period of reorganization, but we are rapidly finding our bearings, and feel that we are making good progress.

QUEBEC—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY AND EVENING SCHOOLS

For Period July 1, 1926, to June 30, 1927.

Municipality and School	Department	Enrolment and Attendance						Teachers		
		Day Classes		Evening Classes		All Classes		Total Class Hours	Total Student Hours	Total
		Begin- ning of period	End period	Begin- ning of period	End period	Begin- ning of period	End period			
<i>Montreal—</i>										
Montreal Technical School.....	Industrial.....	573	498	891	688	1,464	1,186	24,490	347,512	33
Montreal Technical Institute.....	Economics.....			779	635	779	635	2,580	37,854	
Montreal School of Fine Arts.....	Art.....	626	477	307	219	933	696	6,772	162,933	9
Ecole des Hautes Etudes Commerciales.....	Commercial.....	110	104	245	198	355	302	5,079	113,862	9
Societe Saint-Jean-Baptiste.....	Commercial and In- dustrial.....				959		959	464	18,601	
<i>Quebec—</i>										
Quebec Technical School.....	Industrial.....	136	107	334	235	470	342	18,366	117,513	13
Quebec School of Fine Arts.....	Art.....	598	421			598	421	3,923	125,533	9
Three Rivers Technical School.....	Industrial, Pulp and Paper.....	64	34	53	35	117	69	6,430	36,542	9
Grand'Mere—Sacred Heart Academy.....	Industrial.....	118	100			118	100	4,058	30,927	7
Berthierville—Forest Rangers School.....	Forestry.....	45	39			45	39	984	14,869	6
Sherbrooke Technical School.....	Industrial.....	12	11	32	30	44	41	1,205	14,995	3
Shawinigan Falls Technical Institute.....	Industrial.....	62	44	197	119	259	163	5,032	55,047	7
Hull Technical School.....	Industrial.....	60	48	215	175	275	223	11,941	80,520	10
Council of Arts and Manufactures (15 centres)	Industrial and Home Economics.....	449	449	5,052	5,052	5,051	5,501	5,625	1,057,002	
Beauceville—Sacred Heart College.....	Industrial.....	162	159			162	159	720	9,540	7
La Tuque College.....	Industrial.....	111	97			111	97	1,359	3,059	2
Totals.....		3,126	2,588	8,105	8,345	11,231	10,933			124
										261
										385

Correspondence Department—Enrolment, 325.

ONTARIO

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

D. A. Campbell

PROGRESS DURING THE YEAR

DAY SCHOOLS

Judged by the increase in the number of full-time teachers employed, or by the number of pupils enrolled, the day vocational schools of the province have shown a healthy growth during the school year 1926-27. During the past six years the number of full-time teachers employed in day vocational work has grown from 191 to 607, and during the same period the number of pupils has grown from 2,600 to 17,359, which represents an increase of 568 per cent. The increase during the year was 2,158 pupils, or 14 per cent more than that of the previous year. This expansion in one year would be sufficient to fill four schools, each holding 500 pupils. This has resulted in making the total enrolment in vocational day schools approximately 25 per cent of the pupils enrolled in other secondary schools of the province; and it may be predicted that, for some years to come, the growth in vocational enrolment will be rapid.

The total number of full-time day schools open throughout the year was thirty-eight, including three agricultural schools, one at Renfrew, one at Beamsville, and one at Ridgetown. In addition, three full-time day schools in navigation and marine engineering were in operation at Kingston, Midland and Collingwood during the months of January, February and March.

The total number of part-time pupils attending day schools decreased from 2,743 in the previous year to 2,729 in 1926-27. This represents a decrease of .51 per cent.

EVENING SCHOOLS

Evening schools were carried on in sixty-two places. The total enrolment was 37,977, an increase of 2,751 over that of 1925-26.

A steady enrolment of 35,000 during each of the last four years is a clear indication of a demand for such adult education which is province wide.

Evening schools are operating at Niagara Falls in the south, and at Timmins and Iroquois Falls, 600 miles away, in the north; at Brockville and Ottawa in the east; and at Windsor and at Fort William, 900 miles away, in the west, with well-developed schools at intermediate points. The evening school program is of a varied nature adapted to meet local needs.

It is not the intention to describe the nature of the courses offered in the evening schools nor to mention the places where classes are in operation. Improvement is shown everywhere in courses offered and in teaching. A greater emphasis is being given to the selection of courses of vocational value, and in filling the classes with students who will find most direct benefit from attendance. The following classes are indicative:—

The woodworking classes at Owen Sound deal with furniture design and factory accounting. Four foremen and seven journeymen from the woodworking factories of the city are attending the classes. At Barrie, North Bay and Sudbury, effective work is done in telegraphy in the evening classes to prepare students for work as station agents on the railway lines. These are cited as instances of good evening school programs.

NEW SCHOOLS

Though no extensive building program was undertaken during the year, satisfactory progress was made in the erection of new buildings and additions.

Port Arthur, Belleville, Timmins and Peterborough have taken definite steps to provide day vocational education. The proposal at Belleville is to build a

composite school with academic, commercial, technical, and home-making departments. The site and plans have been approved by the minister. The proposal at Port Arthur is to put up a building for commercial, technical, and home-making education, separate from the present collegiate institute. The site and scheme of organization have also been approved. Timmins has grown to such a size that the board is planning an addition to the present high school building, with provision for instruction in mining, machine shop practice, woodworking, commercial work, and home economics. The minister has approved the plans and specifications. The plans and specifications submitted by Peterborough provide for an addition to the present collegiate institute building with woodworking, machine, and electric shops, and accommodation for the teaching of household science, mechanical drawing, and commercial work. These plans have the minister's approval.

Proposals have been made by the advisory committees of the Board of Education of Toronto to erect in the west end of the city a large building to be used for instruction in technical and in commercial education. This portion of the city is at present without either type.

A new school at Ridgetown to provide agriculture and homemaking instruction was completed in September, 1926, with Mr. Norman Davies, B.A., as principal. A satisfactory beginning has been made. A first year course in agriculture was given to a class of boys in the day school. A three months' course in agriculture was in operation for a class of young men from the farming districts, and a full-time day course was started for girls in home-making.

A third addition to the London Technical and Commercial High School is planned to provide an auditorium and gymnasium.

TECHNICAL SCHOOLS IN SMALLER TOWNS

The problem of providing technical education in the smaller cities and towns has been receiving the attention of officers of the department. The question has been brought to their attention by school boards which are faced with the problem of enlarging their high school accommodation.

Several such places were visited during the year by officers of the technical branch, and the whole question was fully discussed with the boards concerned. The provisions of the Vocational Education Act were explained. The expenditures involved and the requirements and conditions which are necessary to ensure the establishment of a successful vocational school were gone into. This new field of work in the smaller places will receive the careful consideration of officers of this branch.

Experience shows that care needs to be exercised so that local boards may not undertake an ambitious program which ultimately imposes too great a financial burden upon somewhat limited resources. An undertaking to organize such work may seem possible under given conditions of energetic promotion by certain members of the local board and teaching staff. By a swift change in the personnel of one or two of these promoting bodies, the future success of the scheme may be seriously jeopardized. It has been considered wise, therefore, to make sure that the demand for technical work is soundly based upon the need and demand of the community.

COMMERCIAL DEPARTMENTS

Many centres throughout the province, including Woodstock, Kingston, Scarborough and Stratford, have made application to have their commercial departments brought under the Technical Education Branch. Of these, several have made serious attempts to conform with the Vocational Regulations, and, when these have been complied with, the departments will be accepted. During the year, Stratford was accepted.

IMPROVEMENT IN TEACHING

A significant advance in shop instruction has been noted recently in many technical schools of the province. This is due, in part, to the fact that the teachers are gaining experience in the professional side of their work, but in greater part the advance is due to the training they received in the art and practice of teaching at the Ontario Training College for Technical Teachers at Hamilton. The improvement is shown in the general attitude of the teacher towards his work, in his organization of the subject matter into units and sequences, in the adaptation of the course to the level of the pupil's understanding, and in adjustment of the work to the rate of progress of the pupils. Attention is given to class instruction in addition to the individual instruction which is always prominent in shop work. Improvement is therefore noted in time-saving devices, in organization of work, in class management, in procedure and in the mechanics of teaching generally.

MATRICULATION COURSES FOR TECHNICAL SCHOOLS

The University of Toronto has established a matriculation course for students in technical schools who are candidates for admission to the first year in the Faculty of Applied Science. It is stated in the Calendar for 1927-28 that one of the options may be arithmetic (special paper on a prescribed course). Certificates from the principal of the school in mechanical drawing and shop work, accompanied by an approving certificate from the Provincial Director of Technical Education, are required.

A similar option in home economics is under consideration by the university for students from technical schools who wish to enter the household economics courses at the university.

No approval for provincial grants is given to other matriculation courses in the technical schools.

EDUCATION FOR OCCUPATIONS

The undoubted purpose of the vocational schools is to prepare young people to enter into employment with sufficient initial training to fit them for success and increase their "earning capacity, efficiency and productive power", as is stated in the federal Technical Education Act.

On account of their quite recent establishment, some schools are unable as yet to furnish much concrete evidence that the purpose mentioned above is being attained. Many of the schools are in the process of turning out their first graduates. These are being accepted readily into business and industry, and as beginners are to be depended upon to prove the worth of the type of vocational education they received. In various ways employers acknowledge the value and soundness of the training given in the vocational schools. In Hamilton the apprentices in certain industries are required to attend the Hamilton Technical Institute for part-time instruction. In Windsor the Ford Motor Company accepts in its tool-making department only graduates from the Windsor-Walkerville Technical School. In Ottawa printing apprentices are in attendance at the technical school. In Kitchener one firm requires its apprentices to attend the evening classes of the technical school.

In addition to this evidence of appreciation, there are also numerous individual successes. The most prominent architect in one of the smaller cities of the province received all his early training at the Central Technical School at Toronto. The schools which have been graduating students for some years are able to supply many similar instances. The type of training given prepares young people to take their places at a lathe or bench in a machine shop, at a switchboard in a power plant, in a repair department of a garage, in an alteration or sales department of a dressmaking shop, in office

work with financial companies, and in many fields where vocational training and skill are required.

Some interesting figures have been compiled from information supplied by Mr. W. H. Tuke, principal of the Mining School at Haileybury, and Mr. James Hill, the mining instructor at that school. At my request they endeavoured to determine the present occupation of as many of their graduates as possible. The total number of graduates from the mining school in any one year has been small, but the proportion which entered upon mining work has been large. The information obtained has entailed considerable labour upon the part of Mr. Tuke and Mr. Hill. Its value is undoubted, and the department's appreciation is hereby expressed.

HAILEYBURY MINING SCHOOL GRADUATES—OCCUPATION AFTER GRADUATING

Prospectors.....	13
Millmen (mining).....	11
Assayers.....	7
Mine Surveyors.....	7
Assistant Foremen or Superintendents.....	8
Mine Scouts.....	4
Mine Managers.....	2
Mining Engineers.....	2
Mechanics.....	2
Field Foreman.....	1
Draftsman.....	1
Mining Instructor.....	1
Mine Broker.....	1
Scholarship at University.....	1

It is interesting to observe in the list given that, out of a total of sixty at work, some are holding very responsible positions with mining companies, while over half are earning their living as skilled workers in the field as prospectors, or about the mines as millmen or mechanics.

ONTARIO—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES
For Period July 1, 1926, to June 30, 1927

Municipality and School	Department	Full-time Classes		Part-time Classes		Short Term and Special Classes		Number of Individuals Enrolled			Teachers				
		Total enrolment	Average attendance	Total enrolment	Student hours	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Beamsville.....	Industrial, Technical, Home-making and Agriculture.....	10	8.0					5	5	10	1	4	4	1	5
Brantford.....	Industrial, Technical and Home-making.....	57	50.6					105	165	270	15		10	5	15
Chatham.....	Commercial.....	213	200.4					79	146	225	8		4	6	10
Collingwood.....	Industrial and Home-making.....	57	32.0					30		30			2		2
Fort William.....	Commercial.....	168	124.0	30	5,511								2		
	Technical (Navigation).....														
	Industrial, Technical and Home-making.....	108	92.2					169	162	331	8	6	8	6	14
Galt.....	Commercial.....	223	200.2												
	Industrial, Technical and Home-making.....	103	88.0					124	170	294	11		8		17
Guelph.....	Commercial.....	191	162.0												
	Industrial, Technical and Home-making.....	131	111.0					176	181	357	11	3	8	6	14
Haileybury.....	Commercial.....	226	187.0					54	22	76	2	6	3	5	8
Hamilton.....	Technical and Home-making.....	76	59.6												
	Industrial, Technical, Art and Home-making.....	1,245	819.0												
	Part-time.....			687	83,968										
	Special Classes.....														
Kingston.....	Technical (Navigation).....	32	11.0	549	25,251			1,444	1,037	2,481	61	4	44	21	65
Kitchener-Waterloo.....	Industrial, Technical and Home-making.....							32		32	1	1	2		2
	Part-time.....														
	Commercial.....	172	155.0												
	Part-time.....	274	248.0	295	23,564½										
	Special.....														
London.....	Industrial, Technical and Home-making.....			28	4,620			346	423	769	17	6	15	8	23
	Commercial.....	537	386.0												
	Part-time.....	461	349.0	104	13,000										
	Special.....														
				31	7,731			533	600	1,133	35	3	25	13	38

[illegible]

ONTARIO—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES
For Period July 1, 1926, to June 30, 1927

Municipality and School	Department	Full-time Classes		Part-time Classes		Short Term and Special Classes		Number of Individuals Enrolled			Teachers				
		Total enrolment	Average attendance	Total enrolment	Student hours	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Toronto— Eastern High School of Commerce.....	Commercial.....	1,134	974.0	25	2,797	1	237	348	812	1,160	32	1	22	11	33
	Special.....														
	Commercial.....	2,511	2,143.0	61	5,178			714	1,858	2,572	64		44	20	64
	Industrial, Technical, Art and Home-making.....														
Central High School of Commerce.....	Part-time.....	969	674.0	391	25,028			884	505	1,389	33	6	28	11	39
	Special.....					29	5,400								
	Industrial, Technical, Art and Home-making.....														
	Special.....	2,333	1,723.0	918	174,341										
Central Technical.....	Part-time.....					292	78,027	1,962	1,581	3,543	91	11	66	36	102
	Special.....														
	Industrial and Technical.....														
	Part-time.....	473	220.0	50	328			523		523	14		13	1	14
Boys' Auxiliary School.....	Industrial and Home-making.....														
	Part-time.....	326	145.8	30	6,000										
	Industrial, Technical and Art.....														
	Part-time.....	103	73.0	51	4,519										
College of Art.....	Special.....					57	1,801	60	151	211	2	15	10	7	17
	Industrial, Technical and Home-making.....														
	Commercial.....	111	74.2												
	Commercial.....	190	146.1					134	167	301	15	2	9	8	17
Welland.....	Commercial.....	97	78.68					35	62	97	3	3	2	4	6
	Industrial, Technical, Art and Home-making.....														
	Commercial.....	392	309.0												
	Commercial.....	480	386.0					447	425	872	32	2	18	16	34
Totals.....		17,359	13,400.55	2,729	354,089	1,626	166,928	10,068	11,616	21,684	607	148	448	307	755

Teacher-Training Classes—Enrolment, 75; Teachers, 9.

ONTARIO—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS

For Period Sept. 1, 1926, to June 30, 1927

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Amherstburg.....	1	1	13	342	.....	13	13	.....	1	1
Arnprior.....	3	4	76	2,984	20	56	76	2	2	4
Barrie.....	5	5	74	7,104	36	38	74	4	1	5
Beamsville.....	5	3	69	3,468	28	41	69	2	2	4
Belleville.....	10	12	285	12,076	116	169	285	6	5	11
Brantford.....	19	21	838	20,452	244	260	504	11	8	19
Brockville.....	20	20	615	11,250	196	208	404	9	7	16
Chatham.....	16	14	567	14,482	220	262	482	6	8	14
Collingwood.....	13	9	213	5,106	37	92	129	4	4	8
Dundas.....	11	11	157	5,282	30	66	96	3	4	7
Elmira.....	17	8	192	8,060	39	94	133	2	6	8
Espanola.....	6	6	113	2,669	37	30	67	3	3	6
Fort William.....	15	28	556	17,842	265	256	521	10	7	17
Galt.....	16	16	868	25,260	268	478	746	9	11	20
Goderich.....	7	8	136	2,735	17	83	100	3	2	5
Guelph.....	17	29	744	34,389	326	398	724	15	14	29
Hamilton.....	38	56	2,902	103,448	1,718	678	2,396	60	35	95
Hanover.....	11	11	187	4,184	46	58	104	2	4	6
Hespeler.....	11	20	463	3,896	48	85	133	2	4	6
Ingersoll.....	13	9	210	5,842	76	134	210	6	2	8
Iroquois Falls.....	9	11	163	5,754	80	70	150	6	5	11
Kenora.....	1	1	39	1,704	32	7	39	1	0	1
Kingsville.....	3	4	98	1,290	38	11	49	2	1	3
Kitchener.....	24	51	1,250	46,022	660	590	1,250	19	13	32
Leamington.....	5	3	340	1,551	44	24	68	0	3	3
London.....	30	56	1,525	46,260	588	666	1,254	27	10	37
Midland.....	2	5	95	2,889	.....	95	95	.....	3	3
Niagara Falls.....	16	22	770	8,366	365	216	581	11	8	19
Niagara-on-the-Lake.....	4	7	92	1,975	26	55	81	3	2	5
North Bay.....	17	15	375	17,913	146	216	362	6	9	15
Oshawa.....	7	9	416	20,186	199	217	416	6	5	11
Owen Sound.....	15	19	412	9,918	140	170	310	5	10	15
Ottawa.....	33	174	4,179	133,431	1,090	3,089	4,179	39	53	92
Oakville.....	9	8	132	5,354	54	78	132	4	7	11
Pembroke.....	9	9	262	7,626	72	127	199	6	5	11
Perth.....	10	18	265	7,928	81	184	265	6	8	14
Peterborough.....	17	29	507	18,160	220	287	507	10	7	17
Petrolia.....	5	9	76	2,014	43	33	76	4	.....	4
Port Arthur.....	15	16	358	16,543	131	227	358	10	6	16
Preston.....	6	9	156	7,544	52	104	156	2	6	8
Renfrew.....	11	14	203	6,192	28	175	203	4	6	10
St. Catharines.....	25	63	1,524	47,553	443	760	1,203	22	13	35
St. Thomas.....	22	29	1,113	40,530	355	489	844	8	11	19
Sarnia.....	19	28	554	21,815	294	198	492	16	5	21
Smith's Falls.....	7	5	39	412	11	26	37	4	2	6
Sault Ste. Marie.....	19	19	543	12,811	204	138	342	11	5	16
South Porcupine.....	1	1	16	1,132	16	.....	16	.....	1	1
Stratford.....	12	11	516	20,422	211	227	438	7	3	10
Sudbury.....	14	15	330	10,943	149	181	330	8	9	17
Timmins.....	14	9	587	8,896	116	106	222	3	6	9
Toronto:										
College of Art.....	9	14	328	17,268	126	109	235	8	7	15
Eastern High School of Commerce.....	12	74	2,650	53,935	600	706	1,306	19	7	26
Central High School of Commerce.....	17	150	7,617	122,306	1,045	1,818	2,863	47	13	60
Riverdale Tech.....	43	88	3,456	109,906	1,249	756	2,005	48	19	67
Central Tech.....	66	318	9,040	317,589	3,047	3,383	6,430	128	50	178
Wallaceburg.....	10	10	146	5,002	35	66	101	4	3	7
Welland.....	15	11	268	11,796	140	121	261	5	5	10
Weston.....	13	14	410	14,590	196	272	468	11	8	19
Whitby.....	5	4	45	1,408	2	31	33	1	3	4
Windsor-Walkerville.....	28	69	2,069	88,152	1,354	715	2,069	44	18	62
Woodstock.....	20	21	440	3,983	162	124	286	9	7	16
Totals.....	.....	1,733	52,682	1,569,940	17,611	20,366	37,977	733	492	1,225

MANITOBA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

S. T. Newton

During the year ended June 30, 1927, technical education has held its own, despite the insistent demand for rigid economy in public expenditure.

No new developments have taken place owing to uncertainty in regard to the continuation of the federal Technical Education Act, since it has seemed inadvisable to start new work which might have to be dropped on account of finances.

Manitoba appears to be on the eve of great development in the mining and pulp and paper industries; local manufacturing concerns are beginning to expand and should be able in a year or so to absorb a considerable number of vocationally trained boys and girls.

Winnipeg being essentially a commercial city, the business courses continue to attract a great number of pupils, and the commercial classes at the St. John's, Kelvin and Daniel McIntyre High Schools, the Earl Grey, Machray, Isaac Newton, Lord Selkirk and Lord Roberts Junior High Schools, were well filled. The practical arts or home-making course for girls was also very popular, while many of the senior pupils in the technical classes have expressed a strong desire to enter the industries, and it is hoped, by developing a placement service, to get a number of the industries to co-operate with the high schools on a part-time basis.

Outside of Winnipeg the commercial classes in St. Vital, St. Boniface and Norwood, and the home-making classes at Teulon, have been very successful.

Practically all of the teachers in the day schools were on a part-time basis, that is, in addition to teaching the vocational classes they had several classes from the junior high schools, which are taking work in the various shops with the idea of finding their aptitudes. They also had pupils from the senior high schools who were taking shop work because of the general educational value it offered in broadening their viewpoint concerning industries and giving them some experience in operating machines and in the processes of production so necessary since young persons reared under modern urban conditions have little opportunity to obtain contact with the economic processes in the productive industries.

The evening schools continue along strictly vocational lines and a number of industries now insist on a definite portion of time being spent in the evening schools by apprentices before a journeyman's license is granted.

The evening courses offered at the Kelvin Technical High School were as follows:—

Dressmaking, millinery, cookery, drawing and design, practical electricity, first and second and third years, radio and auto mechanics, shop work, wood-turning and pattern-working, carpentry, cabinetmaking, book-keeping, stenography and typewriting.

The same courses were given at the St. John's High School, except that sign writing was given instead of drawing and design.

The work at the Daniel McIntyre High School was confined to the commercial courses and matriculation.

English for adult Canadians of foreign birth was provided at the Strathcona, Norquay and Maple Leaf Schools in Winnipeg. The attendance at these schools was very regular, the interest keen and the progress of the pupils in mastering our language was very gratifying.

Below is given in tabulated form a synopsis of the work done:—

Number of day schools in which vocational instruction is given.....	12
Number of teachers in day schools giving instruction in either academic or technical subjects with vocational classes.....	267
Number of pupils enrolled in day school vocational classes.....	1,944
Number of evening schools in which vocational instruction is given.....	3
Number of teachers in evening schools, technical.....	39
Number of pupils enrolled in evening schools, technical.....	1,074
Number of schools in which English for non-English is given.....	3
Number of teachers for English in non-English classes.....	21
Number of pupils in non-English classes.....	630

In the correspondence courses in steam engineering, keen interest has been maintained and less than 5 per cent of the thirty-five pupils enrolled have dropped out during the three years that these courses have been in operation and fully one-third of the students taking them have been promoted because of their increased skill and knowledge. A good deal of the success is due to the hearty co-operation of the Bureau of Labour and to the careful suggestive correction of papers by the Engineering Department of the University of Manitoba.

Correspondence work in commercial art has been arranged for and plans are under way whereby correspondence courses will be offered in all lines of electrical work, auto mechanics and the various building trades as well as in mechanical drawing, dressmaking, millinery and cookery.

MANITOBA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES

For Period September 1, 1926, to June 30, 1927

Municipality and School	Department	Full-time classes		Number of Individuals Enrolled			Teachers				
		Total enrolled	Average attendance	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Winnipeg— Daniel McIntyre	Commercial	340	305.96	119	221	340	6	20	14	12	26
	Engineering	136	122.70	136	.....	136	.....	19	16	3	19
	Home-making	65	59.96	.....	65	65	.....	24	7	17	24
	Commercial	165	144.4	73	92	165	.....	18	9	9	18
	Home-making	76	67.8	.....	76	76	27	.....	8	19	27
St. John's	Commercial	238	209.53	101	137	238	2	20	11	11	22
	Engineering	195	158.34	195	.....	195	.....	40	27	13	40
Earl Grey	Home-making	99	88.93	.....	99	99	.....	30	7	23	30
	Commercial	37	36.00	17	20	37	1	.....	.....	1	1
	Commercial	117	111.12	40	70	117	1	3	1	3	4
	Commercial	73	57.00	26	47	73	4	.....	.....	4	4
	Commercial	75	64.91	28	47	75	.....	8	.....	8	8
Machray	Commercial	139	120.5	56	83	139	.....	24	6	18	24
	Commercial	35	27.02	13	22	35	.....	3	1	2	3
Glenwood, Woodlawn, Norberry School.	Commercial	63	60.10	.....	63	63	1	.....	.....	1	1
St. Boniface— St. Joseph's Academy	Commercial	47	28.08	8	39	47	.....	5	1	4	5
	Commercial	44	39.1	.....	44	44	.....	1	.....	1	1
	Home-making	211	175	109	102	211	2	3	3	2	5
	Art	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Winnipeg School of Art	Totals	2,155	1,858.45	921	1,234	2,155	44	218	111	151	262

Teacher—Training Classes. Enrolment, 14; Teachers, 1.
Correspondence Department Enrolment, 32; Teachers, 2.

MANITOBA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN
EVENING VOCATIONAL SCHOOLS

For Period January 1, 1927, to June 30, 1927

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
<i>Winnipeg—</i>										
Daniel McIntyre High School.....	5	6	120	2,564	47	73	120	4	2	6
Kelvin Technical High School.....	11	39	633	10,084	452	181	633	15	6	21
St. John's Technical High School.....	11	16	321	5,916	190	131	321	9	3	12
School of Art.....	.....	.....	126	.....	73	53	126	3	2	5
Totals.....	.....	61	1,200	18,564	762	438	1,200	31	13	44

SASKATCHEWAN

REPORT OF THE SUPERINTENDENT OF EDUCATION

D. P. McColl

In the province of Saskatchewan vocational classes are conducted in accordance with the provisions of the Vocational Education Act passed by the legislature in 1920. Under this Act boards of trustees of town districts or of high school districts may provide for the instruction of pupils in day schools which shall have an independent organization or be constituted as a department of an existing educational institution; or evening schools in which adolescents and adults may receive theoretical and practical instruction in such occupations as they are engaged in during the day.

Provision is made for the appointment of a vocational education committee composed of ten members, four of whom are nominated by the board from its own members, three to be employers of labour and nominated by the council, three to be employees and nominated by the local organizations.

By reason of special conditions prevailing in Saskatchewan and the fact that the university through its short courses meets a need in the province, vocational training in day classes is undertaken in only a few of the larger centres, and is mainly confined to instruction in commercial work in the collegiate institutes in Regina, Saskatoon, and Moose Jaw. In Regina, however, considerable attention is also being given to classes in motor mechanics and home economics.

The commercial department of the Scott Collegiate Institute, Regina, has become quite a factor in the educational activities of the city. There is a large and increasing enrolment, and many students upon completion of their courses are taking up important positions with business firms both in the city and elsewhere.

In the Bedford Road Collegiate Institute, Saskatoon, the commercial department continues to develop, and there is a large enrolment at the present time.

While classes in commercial subjects are being held in the Moose Jaw Collegiate Institute, the enrolment is smaller than that in the other two centres, but good work is being done.

The facilities afforded by instruction in evening classes in Regina and Saskatoon are meeting a real need in the community. In Saskatoon courses are given in millinery, dressmaking, book-keeping, stenography, typewriting, English for the non-English, business arithmetic, draughting, and dietetics. In Regina the following courses are offered: dressmaking, stenography, typewriting, book-keeping, machine shop practice, draughting, motor mechanics, English, chemistry, practical science (for nurses).

The vocational committees for the evening classes in these centres are fortunate in having secured the services of teachers with special qualifications for the several phases of work. The classes are well attended and good progress is being made. Those in attendance benefit by the fact that the teachers have been chosen from those who are actively interested in the subjects in which they give instruction.

SASKATCHEWAN—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES

For Period July 1, 1926, to June 30, 1927

Municipality and School	Department	Full-time classes		Part-time classes		Short term and Special Classes		Number of Individuals Enrolled			Teachers				Total		
		Total enrol-ment	Average attend-ance	Total enrol-ment	Student hours	Total enrol-ment	Student hours	Male	Fe- male	Total	Full-time	Part-time	Male	Fe- male			
Moose Jaw.....		77	59.99							18	59	77		12	8	4	12
Saskatoon.....		240	216.67							92	148	240	4	7	10	1	11
Regina.....		391	351.2			47	21,150			173	265	438	11	5	10	6	16
Totals.....		708	627.86			47	21,150			283	472	755	15	24	28	11	39

SASKATCHEWAN—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS

For Period July 1, 1926, to June 30, 1927

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Student Hours (by clock)	Number of Indi- viduals Enrolled			Teachers		
				Male	Fe- male	Total	Male	Fe- male	Total
Regina.....	14	19	31,424	200	326	526	15	5	20
Saskatoon.....	10	17	18,634.1	200	213	413	8	10	18
Totals.....		36	50,058.1	400	539	939	23	15	38

ALBERTA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

Dr. W. G. Carpenter

The year 1926-27 has been an interesting one from the viewpoint of vocational education in Alberta. A spirit of optimism has prevailed throughout the province and there has been a revival of industrial activity. The coal mining is more stabilized since the major labour disputes have been settled. The proving of the oil field south of Calgary has been reassuring. People have been coming into the province in large numbers, which has brought about a demand for homes and has stimulated the building trades. The farmers have had a good year. One of the outstanding features of the year has been the increase in the sale of farm tractors and the large combination harvesting machinery. The extension of electric services to the country and the smaller centres has been a feature of the year which has brought much work to those skilled in electrical installations. In several towns a complete renewal of all the services has been made necessary through farmers petitioning electric distributing companies for service. It is a matter of a very short time before electric current for power and lighting purposes will be as common as rural telephones.

Because of these changes in outlook and development, an increased demand has been created for training services and all branches of technical instruction given in the Institute of Technology in Calgary, and in the technical school in Edmonton, have been in demand. These are the only two centres giving such service in day classes. The evening school programs in the four cities of Calgary, Edmonton, Lethbridge, and Medicine Hat were adapted to the demands made by their respective constituencies and good work was done. Drumheller centre fell away, largely due to the removal from the town of three of the instructors who had carried on for several winters. Unfortunately no classes were conducted in the Crowsnest pass centres. This is fertile territory and should have work to do, although the mining industry is not yet thoroughly stable. The chief obstacle lies in the difficulty in getting competent instructors willing to take charge of the work. Three new centres were added to the list of districts giving courses, namely Rosedale Village, Mercoal, and Taber, and in all centres well attended classes were conducted.

In Edmonton the Technical High School has shown an interesting tendency in the falling away of students desiring academic training only, and in the increase of those taking training leading to trades and industries. An overlapping between this school and the regular high schools is in this way being eliminated. Because of an insistent demand on the part of the public, a new electric department has been instituted and placed in charge of a practical electrician. The evening program in Edmonton was well sustained with good attendance and good service.

The prevocational school in Calgary has had a splendid year. There was a marked increase in its enrolment and a higher appreciation on the part of the public of its usefulness. In this school there has been a larger attention given the individuality of the child and a successful effort made to cater to him according to his abilities. An increasing number of students from this school are coming to the Institute of Technology. A vast improvement has been made in the accommodation for commercial work in this city. The unsuitable quarters in which this work has been carried on in the past have been abandoned and the classes are housed in a superior building centrally located. This has resulted in an extension of the services of the Commercial High School to an increased enrolment. A special vocational class is being conducted for high school graduates which will enable them to attain proficiency in secretarial duties in a

much shorter period of time than they would if they had enrolled in a regular class under the old regulations. Two additional instructors have been added to the staff.

Evening classes in Calgary were popular during the winter. Instruction was given in high school subjects to employed persons improving their status, to younger persons in public school subjects making good lost opportunities, to the non-English, and to the women in cooking, sewing, and millinery. The attendance at these classes was larger than in the preceding season, while the attendance at the Institute of Technology evening classes was nearly three times that of the preceding season.

The growth of interest in the work of the Institute of Technology and Art has been the feature of the year. The following table indicates the development of the service rendered through the day classes:—

School Year	Student Hours Attendance	Increase
1920-21.....	40,685	
1921-22.....	58,766	18,081
1922-23.....	110,770	52,004
1923-24.....	155,276	44,500
1924-25.....	185,658	30,382
1925-26.....	213,678	28,020
1926-27.....	247,615	33,937

Since 1920-21 the instructional service of the institute in day classes alone has been increased 608 per cent, and graduates may be found employed in all the mechanical industries of the province.

The electrical department maintains its leadership in popularity. The shops offer accommodation for about sixty beginners in a two-year course. For the present year it looks as though the demand for places in this department will double the accommodation facilities and scores will be disappointed. All departments have had their accommodation quarters increased because of the new wing 150 feet by 70 feet, which was occupied in October, 1926. The motor department now has a shop 100 feet by 30 feet for its work, in addition to an automotive electric shop and a welding and vulcanizing room each 50 feet by 30 feet. Ninety students were accommodated in the motor department and 26 in the automotive electric, in day classes.

The following table is the record of enrolment of the year 1926-27:—

Course	Day	Evening	Correspondence	Total
Armature winding.....		17		17
Automotive electricity.....	26	24		50
Drafting.....	27	47		74
Dressmaking and millinery.....	41			41
Electrical engineering.....	91	40		131
Farm mechanics and construction.....	18			18
Machine shop.....	3	49		52
Mining.....	3		33	36
Motor mechanics.....	90	89		179
Steam engineering.....	35	28	179	242
Telegraph.....	26	26		52
Tractor engineering.....	125	11		136
Industrial Art.....	2	34		36
Oil chemistry.....		14		14
Show card and posters.....		31		31
Welding.....		32		32
Geology and prospecting.....		15		15
Plumbing and heating.....		19		19
Caretakers.....		32		32
Radio.....		15		15
Summer school.....	51			51
Totals.....	538	523	212	1,273

This is an increase of 395 over the enrolment of the preceding year.

An interesting development in the evening class work in Calgary is the co-operation of the Heating and Sanitary Engineers and the Plumbers' Union with the institute under which a three-winter program has been organized for plumbers' apprentices. Attendance at these classes is made compulsory under agreement made with the apprentice at the time of engagement. A similar arrangement is being worked out in Edmonton. It is hoped that other building trades will organize similarly in the near future and take advantage of the opportunities the institute may offer.

As a result of the interprovincial conferences held in previous years, Alberta is preparing a series of lesson outlines for evening class instruction in mathematics for engineers, English for engineers, and dressmaking for women. It is expected that these will be available and ready for use in November.

The correspondence lessons in mining have been given a thorough revision and brought up to date to meet conditions as they actually exist in the province. The requirements of the examinations board for passing the examinations set for mine officials have been stiffening, which has meant that the courses of instruction have had to be modified and made more comprehensive. Several lectures, particularly in the first class course, have been completely rewritten. Because of a general weakness in mathematics on the part of many candidates the course in this subject as prepared by the Mines Department in British Columbia has been adopted and is being issued to serve Alberta miners.

The steam engineering courses have never been in such demand as they are at the present time and an excellent service is being rendered steam engineers. Because of a demand for a course of lesser difficulty than that for third class engineers, a new course has been prepared and is being offered those who desire the theoretical details that lie behind the maintenance and operation of the steam tractor or for those writing examinations for provisional certificates in steam engineering. This course is also designed to serve firemen of steam-pressure boilers.

There is a persistent demand for instruction in other subjects through the mail that it is desirable to fill in making an adequate program in vocational subjects suitable for the scattered population which is characteristic of this province.

During the summer holiday period an opportunity was offered the young people of Alberta to make use of the equipment of the institute in shop courses covering five weeks. During the summer session of 1927 there were fifty-nine persons enrolled for courses in electricity, motor mechanics, woodworking, drafting, art, cooking, sewing, and special commercial subjects. The commercial course was particularly interesting, the content being an intensive course in Gregg stenography with methods in teaching typewriting. Enrolment was restricted to teachers in commercial schools, of whom thirteen were enrolled. The course was organized with the co-operation of the Gregg Publishing Company of Canada, which supplied the instructor in the person of Mr. T. Byron, of the Metropolitan School of Commerce, New York City.

The prospects for a progressive year to come were never better. Technical education has an important contribution to make in the educational services of this province.

ALBERTA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES

For Period July 1, 1926, to June 30, 1927.

Municipality and School	Department	Enrolment and Attendance						Total Enrolment All Classes		Teachers			
		Full-time Classes		Part-time Classes		Short-term and Special Classes		Male	Fe- male	Full-time	Part-time	Male	Fe- male
		Total enrol- ment	Aver- age at- tend- ance	Total enrol- ment	Student hours	Total enrol- ment	Student hours						
<i>Calgary S.D. No. 19—</i>	Prevocational.....	235	187.5					119	116	9	2	5	6
Commercial High.....	Commercial.....	336	237.7					95	241	9		5	4
<i>Edmonton S.D. No. 7—</i>													
King Edward Commercial.....	Commercial.....	84	67.7					18	66	2		1	1
McDougall Commercial.....	Commercial.....	249	179.8					47	202	7		2	5
Technical High.....	Prevocational.....	145	260.64					89	56	15	1	12	4
	Science Matriculation.....	87						56	31				
	Industrial.....	82		6	202			85	8				
	Drafting.....	11						11					
	Dressmaking.....	37							37				
	Sewing.....			106	2,916				75				
	Nurses in Training.....			47	970				47				
	Commercial.....	37	29.11					11	26		2		2
Edmonton Separate School													
Provincial Institute of Technology and Art.		394	316					476	62	13	13	24	2
Lethbridge S.D. No. 51....	Commercial.....	65	57.09					17	48	2	4	2	4
Totals.....		1,762	1,355.5	159	4,088	144	18,480.5	1,013	1,010	59	20	51	28
									2,034				79

Correspondence Dept.—Enrolment, 212; Teachers, 4.

ALBERTA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS

For Period July 1, 1926, to June 30, 1927

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by Clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Calgary S.D. No. 19.	25	21	787	27,665	232	169	401	16	5	21
Edmonton S.D. No. 7	23	65	1,138	23,292	497	326	823	18	5	23
Lethbridge S.D. No. 51.	5	4	113	3,548	45	46	91	2	2	4
Medicine Hat S.D. No. 76.	2	2	130	12,595	61	59	120	2	2	4
Drumheller S.D. No. 2,472.	1	1	13	732	13	.....	13	1	.....	1
Canmore S.D. No. 168	2	1	11	544	11	.....	11	1	.....	1
Rosedale S.D. No. 3,571.	2	2	48	974	54	.....	54	.....	2	2
Mercoal S.D. No. 4,226.	2	2	29	936	23	2	25	2	.....	2
Taber S.D. No. 933.	3	3	56	1,364	39	17	56	4	.....	4
Provincial Institute of Technology and Art, Calgary.	21	26	523	18,727	495	18	513	24	.....	24
Totals.	.....	127	2,848	90,377	1,470	637	2,107	70	16	86

BRITISH COLUMBIA

REPORT OF THE PROVINCIAL ORGANIZER OF TECHNICAL EDUCATION

John Kyle

The figures for the past year show a very encouraging increase in day school enrolments over that of the previous year and a slight increase in evening schools. Day classes are now conducted in fifteen municipalities and evening classes were operated last winter in thirty-nine centres throughout the province.

TECHNICAL INSTITUTE FOR GREATER VANCOUVER

A great addition to the enrolment of industrial students will undoubtedly be made when a technical school for Greater Vancouver is built, because in this school the finishing vocational courses will be provided. This new technical school will form a link between the high schools and industrial occupations. The Vancouver Board of School Trustees has purchased twenty-five acres of land in Hastings townsite and plans are rapidly being completed for a building to house classes whereat preparation and training may be received for some of the most important industries of British Columbia. When this proposed technical school enjoys public confidence and it becomes understood that a thorough training for industrial life is emphasized, a steadily increasing stream of students will result. Care should be taken, however, to guard the technical school for Greater Vancouver from becoming merely a technical high school and to preserve its identity as a pre-eminently technical or vocational school. The high school of the future will undoubtedly include a technical course as well as courses in academic, commercial, home economics, and in some cases agricultural subjects; moreover such a composite high school with its parallel courses will do a great deal to prove the foolishness of the idea that one course is inferior to another. The technical or vocational school for Greater Vancouver, however, will deal mainly with students after they leave the technical high schools or after they have found themselves through the medium of exploratory

courses at the junior high schools and have an intelligent idea of the occupation in which they desire to engage. Two junior high schools are established in Vancouver and it is safe to predict that a good proportion of the pupils will prove themselves more capable in the line of craftsmanship than in an academic course. If these pupils do not intend to proceed to university, the technical or vocational school will be the desirable place to attend. On the other hand, if the students desire to attend the science course at the university, a technical course at a composite high school should be their avenue.

COMPOSITE HIGH SCHOOLS

It would seem to be reasonable to expect the university authorities to acknowledge such an educational development as a composite high school, and to increase elective subjects at the matriculation examination so as not to work an injustice on those students who elect to take the technical or home economics courses at the composite high school. The great amount of shop work in technical courses, which, by the way, develops most effectively the initiative, ingenuity, industry, taste, skill, and self-expression of a student, should surely count for something in admission to the university. It surely cannot be claimed that all education, refinement, and culture comes to the race from books alone.

The overcoming of this matriculation difficulty will probably come simultaneously with a decision to transform some of the larger high schools into composite high schools, for one may easily imagine the day when high schools in South Vancouver, Burnaby, and North Vancouver will be impelled to enrich and increase their courses of study, while the technical or vocational school of Greater Vancouver will continue to work in close co-operation with industry and the apprenticeship council of Vancouver.

Point Grey already possesses a junior and composite high school at Magee, inasmuch as pupils after they pass through the junior high exploratory courses may take any of the four high school courses—academic, technical, commercial, or home economics. The technical department has an excellent equipment and the energetic and capable staff understand thoroughly what is required to prepare a boy to become a manly, self-supporting citizen.

In the Vancouver Technical School it was found to be a mistake to divide attention between the examination for matriculation to university and direct preparation for industrial life, consequently it was decided to dispense with matriculation subjects. This decision made no appreciable difference to the total student enrolment in the school. Nevertheless the bright ambitious young men in the technical or vocational school should be encouraged to go to university and be assisted by a committee of the staff organized for the special purpose of giving vocational guidance. Such a group of students could carry the additional load of a foreign language, together with history, and find their way to the university at the end of the fourth year, if not at the end of the third. Their technical training, moreover, would equip them well to earn their living and pay their way through university and would prepare them particularly well for the work of the applied science course in the university.

SCHOOL OF APPLIED DESIGN

The Vancouver School of Applied Design which was opened last year has been an unqualified success. The enrolment far exceeded all expectations and there is no doubt that the good work done will be found helpful to the crafts and industries of Greater Vancouver. Due attention is being paid to architecture and the kindred studies of interior decoration and furniture design, metal work in its various branches from wrought iron to the precious metals, clay products and cement, typography and lithography, dressmaking and costume design, and millinery.

The city of Victoria might well follow the example of Vancouver in this respect, for the public appreciation of both art and music in the capital city is very pronounced and a serious effort to establish a school of applied art would meet with an eager response. Victoria has made no educational progress during the past year in a technical way. It has not yet been possible to give more than a two years' high school technical course and none but those who have passed the entrance to high school are admitted to the course. Considering the overwhelming advantages which are given to those pupils who wish to sit the matriculation examination in order to attend university, it is unfortunate that more is not attempted for those pupils who are compelled to participate in industrial occupations without completing a high school course. Victoria High School, with its commodious grounds, is one of those high schools which is particularly well suited for the requirements of a composite high school. A technical course in such a school and the inauguration of a school of applied art would provide the necessary education facilities for many students from all parts of Vancouver Island.

COMMERCIAL COURSES

Good work is being accomplished in the commercial courses throughout the province and we have been dependent entirely upon the commercial teachers trained in British Columbia for supplying vacant positions. This makes the commercial condition doubly satisfactory. The following statement of awards shows how the high school commercial students measure up with those from private commercial schools.

At the Canadian Typewriting Contest held during the spring of 1927 in Vancouver there were three classes into which contestants were grouped:—

- (a) The novice class, the contestants of which must not have begun the study of typewriting earlier than August 1 of the preceding year.
- (b) The intermediate class, the contestants of which must not have begun the study of typewriting earlier than August 1, two years previous to the contest.
- (c) The senior class, open to any typist living in Canada.

The contestants of the novice class came from students attending the local business colleges and from the high schools. Since most of the business college students remain in such schools less than one year, their representatives were near the graduating stage. The high school students were only the beginning classes. Yet, in this contest, the high school students demonstrated their superiority most emphatically. Pupils from the Vancouver High School of Commerce ranked first, second, fourth, and fifth.

In the senior or open class the victory was equally as great. In this division the five cups were won by high school or ex-high school students.

That accuracy is of more importance than speed in typewriter operation is the unanimous opinion of all who employ stenographers, and it is a remarkable testimony of the thoroughness of the high school training to point out that in this contest the only two perfect papers were handed in by high school students. In the senior division a pupil of the High School of Commerce staff wrote 1,994 words in 30 minutes without a single error. This pupil received her only training in typewriting during the school year 1924-25, at the High School of Commerce, Vancouver. She won, in this contest, the senior accuracy championship of Canada, beating every contestant from all Canadian schools and colleges. In the intermediate division another pupil in the second year at Britannia High School, Vancouver, wrote 832 words in 15 minutes without a single error, winning the intermediate accuracy championship for all of Canada. This pupil received her only training in typewriting at Britannia High School.

Vancouver Exhibition Typing Contest, August, 1927: 1st prize, Britannia High School; 2nd prize, Britannia High School.

During the school year, 1926-27, the High School of Commerce, Vancouver, won many special awards, among which are:—

1. *Typewriting Awards*

Over 450 medals, certificates, gold pins, etc., from the Remington, Underwood, Royal and L. C. Smith Companies, for proficiency and speed in typewriting. One Remington typewriter for accuracy at 60 words per minute for fifteen minutes. Senior accuracy championship for all of Canada, the student having written for 30 minutes at 66 words per minute without a single error.

2. *Shorthand Certificates*

Over 150 shorthand certificates issued by the Isaac Pitman Company for speeds up to 150 words per minute. In these tests, the examiners are outside people acceptable to the Isaac Pitman Company, and the papers are set by Pitman examiners.

3. *Dominion Civil Service Certificates*

Twenty students passed the Dominion Civil Service stenographers' examinations, one winning third place in all Canada. Most of these young people are now employed in Dominion Government offices.

4. *Provincial Civil Service Examinations*

Fifteen students passed the provincial civil service stenographers' examinations, one winning second place in British Columbia. In both the Dominion and provincial examinations the age limit prevents many of our best students from writing.

5. *First-class Certificates for Wireless Operators*

Eight young men passed the federal wireless examinations, many of whom are now employed in that work. One young man, after eight months of study, passed the highest in Canada.

6. *Where the students are employed*

During the past eight years over 2,000 graduates have gone directly from the class-rooms into local business offices as accountants, secretaries, stenographers, etc. Many of these are now holding highly paid positions with the firms with which they are employed.

In the 1927 typing competition conducted by the United Typewriter Company in Victoria thirty-three high school typists entered for the senior and intermediate classes, but there were no entries for the novice class.

In the final official report from Toronto ten of these contestants received standing in the senior and one obtained the accuracy prize by writing 68.8 words per minute for half an hour with only eight errors. In the intermediate class six contestants received standing and one was the runner-up for the speed prize and wrote 55.9 words per minute for fifteen minutes with twelve errors.

When one considers that there were sixty-nine Victoria entrants in all three classes one must admit that the standard of typewriting in Victoria High School must be highly satisfactory and it merits public confidence. In fact the high school commercial work in British Columbia conducted under the direction of the Department of Education is excellent in character. The teachers are well trained for their positions and the results are meeting the demands of those who require office assistants.

Even the smaller high schools have their list of honours. Magee High School, Point Grey, for instance, obtained certificates, bronze, silver and gold

awards from the various typewriter companies. Nine students passed directly from school into the provincial and Dominion Civil Service and in the Dominion examination a pupil of this school secured fifth place in all Canada.

While the high school commercial course is of three years' duration it might be advisable to provide a one year's intensive course for those who must, through economic reasons, become wage earners as soon as possible. From such a number there would be a proportion encouraged by success to carry on for a second year. At all events the only way a one year's course can be obtained at present is at private business schools set up to supply a pronounced demand from the people, and those who cannot afford to attend more than one year at high school are the very people who most require educational assistance.

Commercial courses are an important part of the technical education program because of the extensive nature of the work of warehousing and merchandizing. More people are at present engaged in this line of activity than in manufacturing, and, with the awakening of the Orient and the settlement of Russia, distributing warehouses will increase rapidly on the Pacific coast. We must guard, however, against the claim that has been made by some teachers that the French language should become obligatory in the commercial course. In South Vancouver the board have taken this step and all commercial students are compelled to include French in their course, notwithstanding the fact that there is no business need for it in British Columbia. The same cannot be said of Chinese, Japanese, Russian, or Spanish, and the commercial importance of these languages is recognized on the Pacific coast. The need for them will become greater with the years and their commercial importance will increase with the growth of trading facilities.

NIGHT SCHOOLS

Night schools were conducted in thirty-nine cities, municipalities and rural districts in the province, with an attendance of 5,176 individual students and a total enrolment of 6,366.

It is becoming more and more important that courses of work be drawn up for night school instructors, not that such courses should be adhered to in their entirety, but in order that instructors may have a guide in arranging their subject matter for effective teaching. This step was unanimously agreed to at a recent conference, held at Calgary, of representatives of the four western provinces of the Dominion. Each provincial representative agreed to compile four courses and Manitoba has already forwarded one course in electricity and one in forge-shop practice. British Columbia has almost completed courses in building construction, furniture design for cabinetmakers, sheetmetal work, and machine-shop practice. The desire to provide complete courses for the junior high schools at the commencement of the school year prevented the completion of the night school courses in this province, but during the coming year we hope to keep up the pressure and have on hand as fine a supply of technical material for night schools as can be obtained anywhere.

It has been gratifying to be of service to the members of Women's Institutes through assisting them to conduct educational work at night schools. The teaching courses referred to would be invaluable to Women's Institutes, for they are often compelled to engage instructors who have little teaching experience and no teaching devices or equipment ready for the work they undertake.

APPRENTICESHIP

The splendid foundational work of the Apprenticeship Council of the Building Trades Association should not be overlooked. Although expansion

has been retarded owing to labour trouble, yet in the near future there will be considerable expansion. The carpenters were the first group to work with the council, but the sheetmetal workers, painters, plumbers, and plasterers will soon take the final step. When the technical or vocational school in Vancouver is erected and the workshops are being operated, then the Building Trades Association will have an educational centre in which to place their indentured apprentices for that technical training which is necessary to supplement the work in which they are engaged during the day.

The enrolment in the mining courses was 209, but the actual number who send in lessons fluctuates with trade conditions.

We should do well to extend the correspondence courses which we so happily began and which are well established. We now have the courses and machinery for taking students in commercial subjects such as book-keeping, typewriting and stenography. We are almost prepared to give electricity, carpentry and joinery, sheetmetal work, drawing and design. In fact an opportunity might well be given students to prepare for all examinations demanded by the Provincial Government for stationary engineers, electricians, etc., etc.

The establishment of these correspondence or home-study courses would give the Department of Education the teaching material and equipment necessary to give education of a high school character to pupils living in sparsely populated districts where it is impossible to expect superior schools. Moreover it will make possible the introduction of the "Benton Harbor" scheme whereby the scope of work in small high schools may be broadened and an almost unlimited range of studies may be taken by correspondence. The lessons, however, would be supervised during school hours by the high school teacher, thus eliminating the most objectionable feature of correspondence work. Any high school can introduce the system, regardless of size. The following list of subjects are given at Benton Harbor, Michigan:—

Course	Number of Students
Sales and advertising.....	5
Aviation.....	3
Auto operation and repair.....	16
Auto engineering.....	6
Electrical engineering.....	21
Structural engineering.....	2
Civil Service.....	2
Machine drawing and design.....	4
Real estate law.....	4
Architectural design.....	3
Civics.....	1
Pattern making.....	2
Machinists.....	2
Wireless.....	3
Western Union inside plant dept.....	2
Mechanical engineering.....	1
Contracting and building.....	1
Business management.....	3
Financial management.....	1
Commercial course.....	1
Production management.....	1
Commercial art.....	7

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It will be noted that twenty-two different courses are offered, in some of which only one student is enrolled. In only two courses is the enrolment sufficient to justify hiring teachers for such work. It seems obvious from this that the correspondence plan is not designed to take the place of or to conflict with the regular high school work, but rather to supplement it with such material and subjects as cannot profitably be offered because of the small

number electing them. One of the most interesting features of the plan is its range of influence. Out of the 91 listed in the table given above, 70 were regular high school students, while the remainder were drawn from various walks of life.

TEACHER TRAINING, ETC.

Teacher training for technical school work is proceeding satisfactorily and the thirty members of the class are almost entirely practical craftsmen who either are engaged at present as manual instructors or have passed through the manual training instructors' class and thus have caught the educational view-point.

With the growth of technical education positions will be forthcoming for the men who have taken this training, and the success of technical education will be entirely in their hands. Certificates for technical teachers are of two kinds--interim and permanent. After two years' successful teaching experience the interim certificate may be made permanent. The course of study is more specific than that drawn up for the manual training teachers' high school certificate. Part I consists of a study of trade analysis and a study of teaching methods and principles, during which they chart out a course of work. Part II consists of practice teaching. It is improbable that craftsmen would give up remunerative work to attend the Ontario Training College for technical teachers. Salaries are not sufficiently high to warrant a man running into great expense in order to attend college.

The training of first-class certificated school teachers as teachers of commercial subjects is undertaken at summer schools and these are linked up by correspondence lessons during the winter months. Students are enrolled in shorthand, typewriting, book-keeping, and teaching methods. The commercial certificates are of two kinds; interim and permanent. After two years' successful teaching experience the interim certificate may be made permanent.

BRITISH COLUMBIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES

For Period July 1, 1926, to June 30, 1927

Municipality and School	Department	Full-time Classes		Part-time Classes		Number of Individuals Enrolled		Teachers				Total	
		Total enrolment	Average attendance	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male		Female
Burnaby	Commercial	100	97.70					100	2	5	3	4	7
	Delta	24	23.00					24	1			1	1
	Commercial	41	40.50					41	1	4	2	3	5
	Kamloops	38	38.00					38	1	4	1	4	5
	Nelson	147	134.50					147	9	3	6	6	12
	Technical	100	92.08					100	1		1		1
	Commercial	48	43.62					48	1				1
	Home Economics	78	72.83					78	1	2	1	2	3
	Commercial	31	31.00					31	1	2	1	2	3
	Oak Bay	55	55.00					55		7	6	1	8
North Vancouver	Technical	129	129.00					129	2	9	3	8	11
	Commercial	19	19.00					19		7	3	4	7
	Home Economics	32	30.82					32	1			1	1
	Commercial	25	24.00					25	1	2		3	3
	Revelstoke	170	163.72					170	2	7	4	5	9
	South Vancouver	27	27.00					27	1			1	1
	Surrey	530	526.91					530	19	2	21		21
	Technical	870	837.66					870	21		9	12	21
	Commercial	211	198.20					211	3	16	7	12	19
	Home Economics	163	160.44					163	3	5	3	5	8
Victoria	Art	114	114.19	134				134					
	Technical	268	261.50					268	6	7	4		13
	Commercial	32	26.64					32	2		1	1	2
West Vancouver	Totals	3,138	3,147.31	134				3,272	83	82	83	82	165

Teacher-Training Classes—Enrolment, 50; Teachers, 5.
Correspondence Department—Enrolment, 209; Teachers, 2.

BRITISH COLUMBIA--SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS
IN EVENING VOCATIONAL SCHOOLS

For Period July 1, 1926, to June 30, 1927

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrol- ment all Classes	Total Student Hours (by Clock)	Number of Indi- viduals Enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Brilliant.....	1	1	12	12	12		12		1	1
Britannia Beach.....	1	1	32	32	32		32		1	1
Britannia Mines.....	3	4	44	40	40		40	3		3
Burnaby.....	11	30	405	155	250	405	14	11	25	
Chilliwack City.....	1	1	12	6	6	12	1		1	2
Chilliwack Mun.....	2	2	21	4	17	21	1	1		1
Coal Creek.....	2	1	15	7	7	7	1		1	1
Courtenay.....	1	1	28	27	1	28	1		1	1
Esquimalt.....	1	1	15		15	15		1		1
Granby Bay.....	4	4	58	40	18	58	3		3	3
Greenslide.....	1	1	13	3	10	13		1		1
Kelowna.....	1	2	38	38		38	2		2	2
Kent.....	1	2	34	17	17	34		1		1
Kimberley.....	1	1	20	16	4	20	1		1	1
Ladysmith.....	3	3	39	30	9	39	2		2	2
Langley.....	1	1	12		12	12		1		1
Malcolm Island.....	1	1	25	5	20	25	1		1	1
Maple Ridge.....	6	11	111	38	50	88	5	4	9	9
Michel.....	2	2	28	24	4	28	2		2	2
Nanaimo.....	5	5	71	18	5	23	3	2	5	5
Nelson.....	1	3	53	27	26	53	1		1	1
New Westminster.....	17	27	459	222	119	341	14	7	21	21
Ocean Falls.....	9	9	223	204	17	221	8	1	9	9
Penticton.....	1	1	30	30		30	1		1	1
Port Coquitlam.....	1	1	17		17	17		1		1
Powell River.....	2	2	52	42	10	52	1	1	2	2
Prince George.....	2	2	28	14	14	28	1	1	2	2
Qualicum.....	1	2	35		35	35		1		1
Saanich.....	3	3	70	20	31	51		2		2
Spencer.....	1	1	14	14		14		1		1
Summerland.....	3	3	43	30	13	43	3		3	3
Surrey.....	2	2	49	25	19	44	1		1	1
Trail.....	2	2	24	24		24	2		2	2
Tsolum.....	1	1	19	13	6	19	1		1	1
Vancouver.....	37	50	2,713	1,429	581	2,010	35	9	44	44
Vancouver North.....	1	2	56	17	19	36	14	7	21	21
Vancouver South.....	12	31	576	148	278	426	10	14	24	24
Vancouver West.....	4	3	40	2	33	35	2	1	3	3
Victoria.....	27	32	842	368	379	747	17	13	30	30
Totals.....		242	6,366		3,141	2,035	5,176	152	82	234

XV. LEAGUE OF NATIONS INTERNATIONAL LABOUR ORGANIZATION

The International Labour Organization of the League of Nations was formed under the authority of Part XIII of the Treaty of Peace with Germany and the corresponding part of the other peace treaties, to promote the improvement of industrial conditions by legislative action and international agreement. It comprises the International Labour Office in Geneva and the International Labour Conference, which meets annually. The latter is composed of four delegates of each member state, two of whom are government delegates and two representative of employers and employed, respectively. Fifty-five countries are members of the International Labour Organization, including all of the industrial countries of the world excepting the United States.

The International Labour Office is under the control of a Governing Body consisting of twenty-four persons chosen by the International Labour Confer-

ence, twelve representing governments, six representing employers and six representing workers. The Governing Body is also charged with the preparation of the agenda of the annual conference.

The International Labour Conference, in its successive sessions since its inception in 1919, has adopted twenty-three draft conventions and twenty-eight recommendations which have been communicated to the member states of the organization. The latter are under obligation to bring these draft conventions and recommendations of the International Labour Conference before the authority or authorities within whose competence the matter lies for the enactment of legislative or other action. Most of the proposals which have emanated from the Conference to date have dealt with subjects which fall within provincial legislative jurisdiction in Canada, and have accordingly been brought to the attention of the respective provincial governments. The draft conventions and recommendations have also been brought before the Federal Parliament.

The Department of Labour is entrusted with the duties arising out of the relations of Canada with the International Labour Organization. These have entailed much correspondence, not only with the International Labour Office, but also with other departments of the Dominion Government, with the provinces and with employers' and workers' organizations. Replies have also been prepared in the Department of Labour to various questionnaires which were circulated on behalf of the International Labour Office. The performance of these duties has necessarily entailed a close study on the part of officers of the department of the various technical questions which have figured on the various Conference agenda and meetings of the Governing Body and of questionnaires received from the International Labour Office.

A bulletin entitled "Canada and the International Labour Conference" was issued by the Department of Labour in February, 1922, for the purpose of furnishing information in reference to the International Labour Organization and the subjects which have received attention at the hands of this body.

In the month of December, 1924, in order to secure closer touch with the work of the League of Nations and of the International Labour Organization, the appointment was made by the Government of Canada of an Advisory Officer resident in Geneva. It was felt that this appointment would ensure greater permanency and continuity of representation at the meetings of the Governing Body of the International Labour Office and that such an officer, acting as a substitute for and under the direction of the Minister of Labour, would improve the present plan of Canada's representation. Dr. W. A. Riddell, former Deputy Minister of Labour of Ontario, who had held an important position on the staff of the International Labour Office since 1920, was entrusted with the duties of Dominion of Canada Advisory Officer, League of Nations, in Geneva.

VISIT TO CANADA OF THE DEPUTY DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE

Mr. H. B. Butler, the Deputy Director of the International Labour Office, Geneva, visited Canada and the United States during the latter part of the year and was in Ottawa from October 29 to November 2, afterwards making brief visits also to Montreal, Hamilton and Toronto. The purpose of his coming to Canada was to discuss the work of the International Labour Organization with the Dominion Government and with leading employers and labour representatives.

During his stay in Ottawa, Mr. Butler conferred with the Minister and staff of the Department of Labour in regard to questions which have arisen concerning various conventions and recommendations which have been adopted at successive sessions of the International Labour Conference. He also delivered addresses regarding the various phases of the work of the International Labour

Organization before the Men's and Women's Canadian Clubs of Ottawa, the McGill University Club of Montreal, the Men's and Women's Canadian Clubs of Hamilton and Toronto, and the Canadian Manufacturers' Association in Montreal and in Toronto. His visit served to emphasize the importance of this work in the minds of the many persons who had an opportunity of meeting him and of listening to his addresses.

RATIFICATION OF DRAFT CONVENTIONS

Reference was made in the last Annual Report to certain amendments which were made to the Canada Shipping Act in order to permit of the ratification of four draft conventions relating to the employment of seamen. These four draft conventions were later ratified on behalf of Canada and the ratifications were duly registered with the League of Nations. They relate to the following subjects: minimum age for the admission of children to employment at sea; unemployment indemnity in case of loss or foundering of the ship; minimum age for the admission of young persons to employment as trimmers or stokers; and compulsory medical examination of children and young persons employed at sea.

DRAFT CONVENTIONS AND RECOMMENDATIONS ADOPTED AT THE SEVENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

An Order in Council was adopted on March 9, 1927, and was subsequently laid on the table of the House of Commons by the Minister of Labour, dealing with the extent to which the draft conventions and recommendations adopted at the seventh session of the International Labour Conference were within the competence of the Dominion Parliament or of the Provincial Legislatures respectively. Copies of this Order in Council, together with the texts of the draft conventions and recommendations, were also communicated to the respective Provincial Governments. The Order in Council, which was adopted on report of the Minister of Justice, indicated that the subject matters in question were primarily within the legislative authority of the provinces.

PROPOSED DOMINION-PROVINCIAL CONFERENCE

The House of Commons of Canada, on June 30, 1926, adopted a report of the Select Standing Committee on Industrial and International Relations, in which it was proposed that a conference of provincial and Dominion representatives intimately in touch with labour conditions throughout Canada should be held in the near future to consult as to the best means to be employed in giving effect to the labour conditions of the Treaties of Peace. It is expected that this subject will be included in the agenda of a proposed conference between the Dominion Government and the various Provincial Governments which is to be held in the fall of 1927.

INTERNATIONAL LABOUR CONFERENCE, 1926

The eighth and ninth sessions of the International Labour Conference (League of Nations), constituted under the provisions of the Treaties of Peace, were held at Geneva, Switzerland, from May 26 to June 6, and from June 7 to June 24, respectively.

Only one session of the Conference has been held annually until the present year. In this connection the Treaty of Peace required that "the meetings of the general conference of representatives of the members shall be held from time to time as occasion may require, and at least once a year." It was desired this year to deal with certain questions relating to the employment of seamen and also to consider the adoption of a convention relative to the simplification of the inspection of emigrants on board ship. This latter question was referred to the eighth session and was the principal item on the agenda of this gathering, while the agenda of the ninth session was confined to certain questions affecting seamen.

LIST OF CONVENTIONS AND RECOMMENDATIONS ADOPTED

The following draft convention and recommendation were adopted at the eighth session:—

Draft convention concerning the simplification of the inspection of emigrants on board ship.

Recommendation concerning the protection of emigrant women and girls on board ship.

At the ninth session the following draft conventions and recommendations were adopted:—

Draft convention concerning the repatriation of seamen.

Draft convention concerning seamen's articles of agreement.

Recommendation concerning the repatriation of masters and apprentices.

Recommendation concerning the general principles for the inspection of the conditions of work of seamen.

COUNTRIES REPRESENTED

Of the fifty-seven countries which are members of the International Labour Organization, thirty-eight countries sent delegations to the eighth and ninth sessions, namely: Argentina, Australia, Austria, Belgium, Brazil, British Empire, Bulgaria, Canada, Chile, China, Cuba, Czechoslovakia, Denmark, Esthonia, Finland, France, Germany, Greece, Hungary, India, Irish Free State, Italy, Japan, Latvia, Norway, Netherlands, Peru, Poland, Portugal, Roumania, Serb-Croat-Slovene Kingdom, Siam, South Africa, Spain, Sweden, Switzerland, Uruguay and Venezuela.

CANADIAN DELEGATION

The Canadian delegation in attendance at the eighth session of the conference was as follows:—

Government Delegates.—Dr. W. A. Riddell, Canadian Advisory Officer, League of Nations, Geneva, Switzerland.

Mr. Lucien Pacaud, Secretary, Office of the High Commissioner for Canada, London, England.

Adviser to Government Delegates.—Mr. Thomas Poulin, of the Federation of Catholic Workers of Canada, Quebec, Que.

Employers' Delegate.—Mr. Thomas Robb, Manager and Secretary, Shipping Federation of Canada, Montreal, Que.

Adviser to Employers' Delegate.—Mr. R. W. Gould, Canadian Manufacturers' Association, Montreal, Que.

Workers' Delegate.—Mr. Tom Moore, President, Trades and Labor Congress of Canada, Ottawa, Ont.

Adviser to Workers' Delegate.—Mr. Bertram Merson, President, Toronto Division 113, Amalgamated Association of Street and Electric Railway Employees of America, and Vice-President, Trades and Labor Congress of Canada, Toronto, Ont.

At the ninth session, the technical adviser to the workers' delegate was Mr. Eugene Hamelin, Grand President, National Association of Marine Engineers of Canada, Montreal, P.Q.; otherwise the delegation was the same as at the eighth session.

Canada was represented on the various committees appointed by the Conference at the eighth session as follows:—

Dr. W. A. Riddell was chosen as one of the members of the government group on the selection committee.

Mr. Tom Moore was appointed a member of workers' group on the committee on standing orders.

Canada was represented on all three groups of the committee on the simplification of the inspection of emigrants on board ship. Dr. W. A. Riddell was

elected as a member of the government group, Major Thomas Robb as a member of the employers' group, and Mr. Bertram Merson as a member of the workers' group.

Mr. Lucien Pacaud and Mr. R. W. Gould acted as substitutes for Dr. Riddell and Major Robb, respectively, at some of the meetings of the committee on the simplification of the inspection of emigrants on board ship.

Mr. Thomas Poulin acted as a substitute for Mr. Pacaud at one of the meetings of the Conference.

At the ninth session of the Conference Canada was represented on the various committees as follows:—

Dr. W. A. Riddell was chosen as a member of the government group on the selection committee.

Dr. W. A. Riddell was also appointed a member of the government group on the committee on seamen's articles of agreement, Mr. Thomas Poulin being named as a substitute for him, while Mr. Thomas Robb, with Mr. R. W. Gould as a substitute, was selected as a member of the employers' group.

Mr. Eugene Hamelin was elected a member of the workers' group on the committee on discipline of seamen.

Mr. Thomas Robb was chosen as a member of the employers' group on the committee on conditions of work of seamen, and Mr. Tom Moore as a member of the workers' group.

RESOLUTIONS ADOPTED

In addition to the draft convention and recommendation above referred to, the eighth session adopted a number of resolutions, one of which was in favour of the carrying of an interpreter on any emigrant vessel carrying at least 50 emigrants speaking a language not that of the country under whose flag the vessel sails; and others concerned native labour, the scientific organization of industry, unemployment, the Hours Convention, and the establishment of a Correspondence Office in India.

The ninth session, besides adopting the draft conventions and recommendations above mentioned, adopted several resolutions. Among them were: a resolution in favour of the placing on the agenda of an early session of the Conference the question of articles of agreement for the fishing industry and other forms of navigation excluded from the above-mentioned conventions; a resolution inviting governments to take steps to ensure the repatriation of fishermen left in foreign ports; a resolution in favour of further study by the International Labour Office of penalties in respect to violations of articles of agreement, particularly by desertion or absence without leave, and the submission of the results to the Joint Maritime Commission with a view to the possible treatment of the question internationally; a resolution asking the Governing Body to place the question of the regulation of hours of work on board ship on the agenda of a special maritime session in 1928, and to submit this question to the Joint Maritime Commission at its next regular session; a resolution instructing the Office to continue the study of seamen's welfare ashore, and requesting the Governing Body to consider the possibility of placing this question on the agenda of an early session of the Conference with a view to the adoption of a recommendation; a resolution requesting the Office to collect information on the conditions of work in sponge-fishing, pearl-fishing, etc.

DRAFT CONVENTIONS AND RECOMMENDATIONS ADOPTED AT PREVIOUS SESSIONS OF THE INTERNATIONAL LABOUR CONFERENCE

Following is a list of draft conventions and recommendations which have been adopted at the successive annual sessions of the International Labour Conference, 1919-1925.

The draft conventions and recommendations adopted at the first session (1919) are as follows:—

Draft conventions (1) limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week; (2) concerning unemployment; (3) concerning the employment of women before and after childbirth; (4) concerning employment of women during the night; (5) fixing the minimum age for admission of children to industrial employment; (6) concerning the night work of young persons employed in industry.

Recommendations concerning (1) unemployment; (2) reciprocity of treatment of foreign workers; (3) the prevention of anthrax; (4) the protection of women and children against lead poisoning; (5) the establishment of government health services; (6) the application of the Berne Convention of 1906, on the prohibition of the use of white phosphorus in the manufacture of matches.

The agenda of the second session (1920) related exclusively to matters affecting seamen and the draft conventions and recommendations adopted are as follows:—

Draft conventions (a) fixing the minimum age for admission of children to employment at sea; (b) concerning unemployment indemnity in case of loss or foundering of the ship; (c) for establishing facilities for finding employment for seamen.

Recommendations concerning (a) the limitation of hours of work in the fishing industry; (b) the limitation of hours of work in inland navigation; (c) the establishment of national seamen's codes; (d) unemployment insurance for seamen.

The third session (1921) resulted in the adoption of the following draft conventions and recommendations:—

Draft conventions concerning (1) the age for admission of children to employment in agriculture; (2) the rights of association and combination of agricultural workers; (3) workmen's compensation in agriculture; (4) the use of white lead in painting; (5) the application of the weekly rest in industrial undertakings; (6) fixing the minimum age for the admission of young persons to employment as trimmers and stokers; (7) concerning the compulsory medical examination of children and young persons employed at sea.

Recommendations concerning (a) the prevention of unemployment in agriculture; (b) the protection, before and after childbirth, of women wage-earners in agriculture; (c) night work of women in agriculture; (d) night work of children and young persons in agriculture; (e) the development of technical agricultural education; (f) living-in conditions of agricultural workers; (g) social insurance in agriculture; (h) the application of the weekly rest in commercial establishments.

The fourth session (1922) resulted in the adoption of the following recommendation:—

Recommendation regarding the communication to the International Labour Office of statistical or other information regarding emigration, immigration and the repatriation and transit of emigrants.

The fifth session (1923) resulted in the adoption of the following recommendation:—

Recommendation concerning the general principles for the organization of systems of inspection to secure the enforcement of the laws and regulations for the protection of the workers.

The sixth session (1924) resulted in the adoption of the following recommendation:—

Recommendation concerning the development of facilities for the utilization of workers' spare time.

The seventh session (1925) resulted in the adoption of the following draft conventions and recommendations:—

Draft convention concerning (1) equality of treatment for national and foreign workers as regards workmen's compensation; (2) workmen's compensation for occupational diseases; (3) workmen's compensation for accidents; (4) night work in bakeries.

Recommendation concerning (1) equality of treatment for national and foreign workers as regards workmen's compensation; (2) jurisdiction in disputes on workmen's compensation; (3) the minimum scale of workmen's compensation; (4) workmen's compensation for occupational diseases.

GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

During the past fiscal year four meetings of the Governing Body of the International Labour Office were held as follows:—

Thirty-first session, April 23, 1926;

Thirty-second session, May 25 to June 4, 1926;

Thirty-third session, October 14 to 16, 1926;

Thirty-fourth session, January 28 to 30, 1927.

All these meetings were held at Geneva, Switzerland.

The Governing Body is charged with the general oversight of the International Labour Conference and also prepares the agenda of the annual conferences. The Minister of Labour of Canada, who is the Canadian Government representative on the Governing Body, was unable to attend any of the meetings which were held during the past year, but Dr. W. A. Riddell, Canadian Advisory Officer to the League of Nations, acted as substitute.

The Governing Body is composed at present as follows:—

Government representatives.—Argentina, Belgium, Canada, France, Germany, Great Britain, India, Italy, Japan, Norway, Poland, Spain.

Employers' representatives.—Mr. Carlier (Belgium); Mr. Gemmill (South Africa); Mr. Hodac (Czechoslovakia); Sir James Lithgow (Great Britain); Mr. Olivetti (Italy); and Mr. Lambert-Ribot (France).

Workers' representatives.—Mr. Jouhaux (France); Mr. Moore (Canada); Mr. Muller (Germany); Mr. Oudegeest (Netherlands); Mr. Poulton (Great Britain); and Mr. Thorberg (Sweden).

ACTION TAKEN IN VARIOUS COUNTRIES

The following figures summarize the results attained in the execution of the draft conventions adopted by the International Labour Conference up to June, 1927, from which it will be seen that there have been 229 ratifications to date:—

First Conference (Washington, 1919):

Ratifications registered, 87 (Hours Convention, 10, including 3 conditional; Unemployment, 21; Childbirth, 7; Night Work of Women, 16; Minimum Age in Industry, 15; Night Work of Young Persons, 18).

Second Conference (Genoa, 1920):

Ratifications registered, 40 (Minimum Age at Sea, 17; Unemployment Indemnity, 10, including 1 conditional; Employment for Seamen, 13).

Third Conference (Geneva, 1921):

Ratifications registered, 93 (Minimum Age in Agriculture, 10; Rights of Association for Agricultural Workers, 16; Workmen's Compensation in Agriculture, 10; White Lead, 13; Weekly Rest in Industry, 14; Minimum Age for Trimmers and Stokers, 15; Medical Examination for Young Seamen, 15).

Seventh Conference (Geneva, 1925):

Ratifications registered, 9 (Workmen's Compensation for Accidents, 2; Workmen's Compensation for Diseases, 2; Equality of Treatment for Accidents, 5).

In addition to the foregoing, 26 ratifications have been authorized but not yet registered, and 161 more have been recommended.

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DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1928

1927/28



OTTAWA
F. A. ACLAND
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

Price, 40 cents.

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OTTAWA
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1929

*To His Excellency the Right Honourable Viscount Willingdon, G.C.S.I.,
G.C.M.G., G.C.I.E., G.B.E., Governor General and Commander in Chief
of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1928, all of which is respectfully submitted.

PETER HEENAN,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1928

To the Hon. PETER HEENAN,
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ended March 31, 1928.

The Revised Statutes of Canada, 1927, came into force on February 1, 1928. Following are the general public statutes administered under the authority of the Minister of Labour, with the new chapter numbers: (1) Labour Department Act, R.S.C., 1927, c. 111; (2) Conciliation and Labour Act, R.S.C., 1927, c. 110; (3) Industrial Disputes Investigation Act, R.S.C., 1927, c. 112; (4) Government Annuities Act, R.S.C., 1927, c. 7; (5) Old Age Pensions Act, R.S.C., 1927, c. 156; (6) Employment Offices Co-ordination Act, R.S.C., 1927, c. 57; (7) Technical Education Act, R.S.C., 1927, c. 193; (8) Combines Investigation Act, R.S.C., 1927, c. 26; and (9) White Phosphorous Matches Act, R.S.C., 1927, c. 128. The Minister of Labour is also vested with the administration of the Fair Wages Resolution of the House of Commons, 1900.

Statements of proceedings under each of these statutes and ordinances are included in the present report, with the exception of the White Phosphorous Matches Act, no claims of alleged infraction of this law, which prohibits the manufacture, sale and importation of matches made of white phosphorous, having come to the minister's attention.

Economic conditions during 1927 show a continuance of prosperity throughout the Dominion, with increased production in practically all important industries. The wheat crop was the second largest on record and the total agricultural revenue was even higher than that of any of the three preceding highly productive years. Activity was especially pronounced in construction, pulp and paper enterprises, mining, manufacturing, transportation, and banking. The fisheries industry was one of the few showing a smaller production than in 1926. Considerably increased immigration and a generally higher level of employment were noted. In fact employment, as reported to the Dominion Bureau of Statistics by 6,060 firms throughout Canada, shows larger numbers on pay-rolls than in any other year since 1920, the year's index (with January, 1920, as 100) being 103·4 for 1927, as compared with 98·4 in 1926, 92·5 in 1925, 92·3 in 1924, 94·6 in 1923, 87·9 in 1922, and 87·8 in 1921. The reverse or unemployment side, as reported monthly to the Department of Labour by local trades unions, shows less unemployment in 1927 than in the preceding year, the percentage of union members unemployed standing at 4·9 as compared with 5·1 per cent in 1926 and 7·0 in 1925.

As might be expected in a period of marked activity, wage rates in most industries moved upwards, reaching levels exceeded only in 1920 and 1921. On the other hand wholesale prices, usually buoyant at such a time, were slightly down, the index number, which for the year 1925 was 160·3 (prices in 1913 being taken as 100), declining to 156·2 in 1926, and 151·6 in 1927.

Retail prices and the cost of living were slightly lower during several months in 1927 than during the same months in 1926, the *Labour Gazette* weekly family budget of food, fuel and rent in some sixty cities averaging \$21.20 for 1927, as compared with \$21.47 in 1926.

With respect to the strikes which characterized this period, it is gratifying to be able to report that, although the number of stoppages increased from 77 in 1926 to 79 in 1927, the disputes were on the whole not of a serious nature, the time loss in working days, 165,288, touching, with the exception of 1902 and 1915, the lowest point for any calendar year since the Department of Labour commenced in 1901 a compilation of statistics on this subject. From the standpoint of magnitude, there was no dispute involving over 4,000 employees or causing more than 25,000 days' time-loss.

It should be observed that the Minister of Labour has been indefatigable in his efforts to promote harmonious relations between employer and employee in all parts of Canada, and to just what extent the favourable strike record is due to the minister's efforts and those of his officers in assisting disputants in reaching working agreements is perhaps scarcely realized. Certainly the general public is little aware of the nature and extent of the work performed by those concerned in the adjustment of labour controversies. The department is always willing, when a request from either side is received, to lend its good offices in the task of smoothing away difficulties which have arisen, and the success achieved by the minister and his officers in avoiding industrial disturbances has resulted in a most commendable tendency on the part of employers and workmen to request departmental mediation before a break in working relations.

With the increased demands made upon the departmental conciliation officers during recent years the need arose for a directing and co-ordinating head for these activities at Ottawa. The position of Chief Conciliation Officer was accordingly created and Mr. M. S. Campbell, of Dryden, Ont., was, on November 1, 1927, appointed by the Civil Service Commission to be placed in general charge of the conciliation work.

Representations from the Maritime Provinces have been received from time to time by the minister urging that an officer of the Department of Labour should be permanently located in that section of Canada. The appointment of such an officer has been under consideration by the Hon. Mr. Heenan and will probably be made in the near future.

INDUSTRIAL DISPUTES INVESTIGATION ACT

The scope of the federal Industrial Disputes Investigation Act was extended during the 1928 session of the Alberta Legislature to disputes of the classes named in the Dominion law and otherwise within the exclusive legislative jurisdiction of that province, the provincial statute to come into force on proclamation of the Lieutenant-Governor in Council. This proclamation was issued on May 2, 1928, shortly after the close of the fiscal year under review.

Ontario, Quebec and Prince Edward Island are the only provinces that have failed so far to pass enabling legislation making the federal statute applicable in respect of disputes within provincial jurisdiction.

A statement of proceedings under the Industrial Disputes Investigation Act during the fiscal year is included in the present report. Out of twenty-seven applications received under the terms of the statute, eleven Boards of Conciliation and Investigation were established and the proceedings of two boards already established during the preceding year were carried over into 1927-28. Two boards during the year dealt with two disputes each. In each of the fifteen disputes coming before Conciliation Boards during the year, the threatened strike or lockout was averted through the instrumentality of the statute.

With respect to the cases in which boards were not granted, the object of the Act, namely, the settlement of industrial disputes without strike or lockout, was obtained in nearly all instances through mediation by the Minister of Labour or departmental officials, or through the adjustment of the matters in dispute by mutual agreement between the parties whilst steps looking to the formation of a board were pending. In only two disputes, both falling outside the direct scope of the statute, was the friendly intervention of the Department of Labour not accepted.

OLD AGE PENSIONS

The Old Age Pensions Act, which was passed by the Dominion Parliament during the 1927 session, received Royal Assent on March 31 of that year. The Bill was introduced in the House of Commons by the Hon. Peter Heenan, Minister of Labour, and is outlined in the report for the fiscal year ending March 31, 1927.

Early in the present fiscal year regulations were made under the provisions of the Old Age Pensions Act, and the administration of the Act and Regulations was, by Order in Council dated July 15, 1927, vested in the Honourable the Minister of Labour.

As will be observed, the Dominion Act became law on the last day of the then current fiscal year, so that none of the ensuing consideration given it by the provincial authorities was included in last year's report. A statute had been, however, already enacted by the Legislature of British Columbia on March 7, 1927, authorizing the provincial Government to enter into an agreement with the federal authorities pursuant to the provisions of any measure that might be passed by the Parliament of Canada relating to old age pensions, and authorizing payment of the amount of such pensions by the province. By proclamation of the Lieutenant-Governor in Council the British Columbia enabling law came into operation on August 17, 1927. During the same month the Hon. Mr. Heenan visited British Columbia and conferred with the provincial authorities on the question of the inauguration of the old age pension system and the lines of administration to be followed. An approved agreement was signed on behalf of the province of British Columbia by Hon. A. M. Manson, Provincial Attorney-General and Minister of Labour, and, on authority of the Privy Council of Canada, Hon. Peter Heenan affixed his signature. British Columbia accordingly was the first province in which the old age pension system came into effect.

The administration of old age pensions in British Columbia was entrusted to the Provincial Workmen's Compensation Board, and pensions became payable from September 1, 1927. The amount paid for pensions from that date to March 31, 1928, was \$262,904.04, one-half of which, or \$131,452.02, was borne by the federal Government.

Legislation similar to that of British Columbia was enacted early in 1928 by the provinces of Manitoba and Saskatchewan, the administration of the Saskatchewan Act being by Order in Council vested in the minister in charge of the Bureau of Child Protection, and the Manitoba law designating the Workmen's Compensation Board of that province as the pension authority. A scheme of administration had not been negotiated in either case with the federal authorities at the close of the fiscal year.

In the Yukon Territory, the Territorial Council passed an Ordinance on June 7, 1927, empowering the Gold Commissioner to negotiate and make an agreement with the federal Government in order to obtain the advantages of the federal Old Age Pension scheme. Negotiations between the respective authorities looking to an agreement followed, but, before any such agreement becomes effective, the proposed scheme of administration must be approved by the Governor in Council.

GOVERNMENT ANNUITIES

Substantial success was achieved by the Department of Labour during 1927-28 in promoting the sale of Government annuities as a means of protection for old age, 1,223 persons having contracted during the fiscal period for annuities, amounting to \$630,360.82, as compared with 503 contracts issued during the preceding fiscal year, amounting to \$195,360.28. Receipts on account of premium payments during the fiscal year amounted to \$3,843,087.96, an increase of \$1,948,202.47, or 104 per cent, over the amount received during last year. This pronounced increase in business was largely attributable to the methods pursued during the year in bringing the Government annuities system to the attention of the Canadian public by way of advertisements in newspapers and periodicals, radio talks, and the appointment of special annuities representatives at various points throughout the Dominion.

The federal Government's annuity system was adopted during the year by the province of Quebec as a pension plan for technical school teachers. The project was approved by the Provincial Secretary, and at the close of the fiscal year the teachers and professors of the Montreal Technical School, the Quebec Technical School, the Hull Technical School, and L'Ecole Polytechnique and L'Ecole des Hautes Etudes Commerciales of the University of Montreal had come within the scope of the scheme. Premium payments are met by five per cent being deducted from the teachers' salaries and an additional sum equal to this five per cent being contributed by the provincial Government. The annuity is to commence at the age of 65.

Mr. E. G. Blackadar, Annuities Actuary and who acted as Superintendent of Dominion Government Annuities subsequent to the death last year of Mr. S. T. Bastedo, was promoted on July 1, 1927, to the superintendency.

COMBINES INVESTIGATION ACT

Activities under the Combines Investigation Act included the completion of the inquiry into the Proprietary Articles Trade Association, an organization of wholesale and retail druggists and manufacturers established to fix and maintain minimum resale prices of proprietary medicines and toilet articles. The report of the commissioner in this case, Mr. L. V. O'Connor, was received and published in October, 1927. The commissioner found the organization to be in contravention of the Act, and, in concluding his report, stated: "I am thoroughly convinced that the P.A.T.A., all-embracing as it is, or as it is designed to be, in its control of the entire trade in nationally advertised proprietary medicines and toilet articles, is an organization which has operated and is likely to operate to the detriment of and against the interest of the public." The findings in the P.A.T.A. case are summarized in a subsequent chapter of the present report.

Reference is made also to other inquiries which have been proceeding, two of them into industries in which foreign as well as domestic competition is alleged to have been all but eliminated, others into arrangements involving the maintenance of resale prices, the fixing of uniform prices, withholding of supplies from certain dealers, and other practices alleged to be in restraint of trade and against the public interest.

The satisfactory settlement is reported also of a case involving lessening of competition by means of exclusive dealing contracts. In the case in question the producing company agreed to eliminate the exclusive dealing feature in its contracts with distributors.

TECHNICAL EDUCATION

Progress made with respect to technical education during the year is reviewed in the chapter concerning operations under the Technical Education Act. The total enrolment in all vocational classes receiving federal grants by virtue of this Act was 109,008, an increase of 12,326 over last year.

Records kept by several schools in the province of Ontario as to placements of technical students in suitable occupations were of an encouraging nature, 9,392 placements being reported. An analysis of these placements shows commercial courses with the greatest number, 4,282; industrial courses next with 3,193 placements; home-making third with 1,378 placements; navigation, 198; mining, 108; art, 99; agricultural, 92; marine engineering, 27; and telegraphy, 15. The Provincial Director states that it is the intention to obtain figures on placement annually and to endeavour to establish an adequate system of placement and follow-up where such does not already exist.

Legislation of importance as bearing on vocational education was enacted during the year by the provinces of Quebec and Ontario. The Quebec statute amended the Quebec Technical or Professional School Act and provided for the organization of arts and trades schools to assist in the development of primary technical education in the province. The Ontario Apprenticeship Act, operating under the provincial Department of Labour, was the first of its kind to be introduced in Canada and should do much to promote and improve the training of young Canadians in skilled industrial occupations. This Act provides for the control and regulation of apprentice training in certain trades, for the appointment of an Inspector of Apprenticeship, the formation of apprenticeship committees, etc.

Five bulletins were issued by the Technical Education Branch during the year as follows: "Woodworking and Building Construction," "Apprenticeship and Vocational Schools," "Metal Trades," "Electricity and Printing," and "Automobile Mechanics, Gas and Steam Engineering." Over four thousand copies of each of these bulletins were distributed throughout the Dominion.

INTERNATIONAL LABOUR ORGANIZATION

The tenth session of the International Labour Conference (League of Nations) was held in Geneva, Switzerland, from May 25 to June 16, 1927, inclusive. Canada's representation consisted of Messrs. R. A. Rigg and Dr. W. A. Riddell as Government delegates, and Messrs. W. C. Coulter and P. M. Draper, delegates representing, respectively, the employers and workpeople of the country. The principal items on the agenda related to (1) sickness insurance (final decision), (2) freedom of association (first discussion), and (3) minimum wage fixing machinery in trades in which organization of employer and workers is defective and where wages are exceptionally low, with special reference to the home-working trades (final discussion). The final action on the question of sickness insurance was the adoption of two conventions, the first concerning sickness insurance for workers in industry and commerce and domestic servants, and the second for agricultural workers; also a recommendation concerning the general principles of social insurance. It was decided to place the question as to minimum wage-fixing machinery on the agenda for the 1928 conference, but the proposed draft questionnaire concerning freedom of association was rejected and will not appear on next year's agenda.

OTHER DEPARTMENTAL ACTIVITIES

The administration of the Employment Offices Co-ordination Act proceeded along usual lines, disbursements to the provinces under the provisions of the statute totalling \$150,000. This amount, when distributed among the provinces in proportion to their expenditures on employment office administration and operation, enabled a repayment to them of 34.1 per centum of their gross expenditures. Employment offices were conducted during the year in sixty-four centres, and the number of placements effected totalled 418,306, as compared with 410,310 during the preceding fiscal year.

The Fair Wages Branch of the Department of Labour prepared 145 fair wage schedules and clauses during 1927-28 for inclusion in federal Government contracts. This brings to 4,487 the total number prepared by the department since the work was commenced in 1900. The year was exceptionally light as to grievances arising out of the application of the Fair Wages Policy, only seventeen complaints having been received as to alleged non-observance by contractors of the labour conditions of various contracts.

The statistical work of the department with respect to strikes and lockouts, wages and hours of labour, prices and cost of living, and industrial accidents, continued throughout the year.

The *Labour Gazette*, the official monthly journal of the department, followed generally the lines of previous years. The average circulation each month was 10,029 copies of the English edition and 1,856 of the French. Bulletins were issued during the year in the form of supplements to the *Labour Gazette* on (1) Wages and Hours of Labour in Canada, 1920-1927, and (2) Prices in Canada and Other Countries, 1927. Reprints were made of an article on Strikes and Lockouts in Canada, 1927, which appeared in the *Labour Gazette* of February, 1928.

The special report on Labour Organization in Canada, and the companion volume on Organization in Industry, Commerce and the Professions in Canada, were prepared in the Labour Intelligence Branch of the department, covering the calendar year 1927.

A chapter of the present report summarizes the legislation of interest to labour enacted by the Dominion and the several provinces during the calendar year 1927. This legislation was duly noted in the *Labour Gazette*, but the usual annual report on Labour Legislation in Canada has not been issued in view of the fact that a consolidation covering all labour legislation to the end of 1928 is in course of preparation. This consolidated volume will contain the text of the labour laws as appearing in the Revised Statutes of Canada, 1927, and of provincial statutes which have been under revision.

The federal Government continued its annual grant of \$10,000 to the funds of the Canadian National Safety League to assist in their safety campaign work. The executive of the central body reports that during the year a branch was organized in British Columbia with head office in Vancouver; and that the affiliated provincial organizations now include the Ontario Safety League; Province of Quebec Safety League; Maritimes Safety League (covering the provinces of New Brunswick, Nova Scotia and Prince Edward Island); Manitoba Safety League; and British Columbia Safety League. The league reports that a safety service by mail was also given Alberta and Saskatchewan throughout the year from the head office.

DOMINION-PROVINCIAL CONFERENCE

A conference of representatives of the Dominion Government and of the nine provincial Governments was held in Ottawa on November 3-10, 1927, at which a full and free exchange of views on problems of mutual interest took place. The delegates in attendance included all the members of the Dominion

Cabinet and the premiers and various other ministers of the provincial Governments. The conference dealt with a wide variety of subjects, including several of interest to labour, namely: (1) participation by the provinces in International Labour Conferences; (2) Industrial Disputes Investigation Act; (3) continuance of federal aid for technical education; (4) proposed federal aid for unemployment relief; (5) old age pensions; and (6) social insurance (unemployment, sickness and invalidity insurance).

Participation by the provinces in the International Labour Conference at Geneva was advocated by Hon. W. J. Major, Attorney-General of Manitoba, who was supported by Hon. A. M. Manson of British Columbia, the proposal advanced being that one of the Government delegates to the annual sessions of the conference should be chosen by the provinces. In the past provincial representatives had been accorded the status of advisers to the Government delegates who were chosen on behalf of the Dominion Government. The Hon. Mr. Heenan, Minister of Labour, welcomed any suggestion that would encourage more effective participation in the International Labour Conference, and stated that, if the provinces would get together and select a representative, their nominee would be appointed as a Government delegate on behalf of Canada. A joint nomination of a person for appointment as Government delegate on behalf of the Dominion of Canada, however, had not been received from the provinces at the close of the fiscal year.

Hon. Peter Heenan, Minister of Labour, directed attention to section 2 (a) of the Industrial Disputes Investigation Act adopted in 1925 and which permits the establishment of Boards of Conciliation and Investigation to deal with "any dispute which is within the exclusive legislative jurisdiction of any province and which by the legislation of the province is made subject to the provisions of this Act." The minister referred to the provinces which already had laws on their statute books availing themselves of this feature of the federal statute and emphasized the desirability of the other provinces enacting uniform enabling legislation.

The question of unemployment relief was dealt with briefly. With the possible exception of Manitoba, no speaker urged the granting of federal aid in this direction.

Representatives of all the provinces participated in a discussion regarding the financial assistance granted by the federal Government towards the development of technical education, under the authority of the Technical Education Act, which expires on March 31, 1929.

The federal Minister of Labour, Hon. Peter Heenan, presented to the conference copies of memoranda of information which had been compiled by the Department of Labour in relation to systems of unemployment and sickness insurance. In doing so, he intimated that the law officers of the Crown in Canada had advised that compulsory insurance of this nature was within provincial jurisdiction. He desired that the provinces would give attention to the same and expressed the hope that the memoranda of information would be of assistance to the provinces on these subjects.

Mr. Heenan also drew the attention of the conference to the Old Age Pensions Act passed at the last session of the Dominion Parliament providing for an old age pensions system which may be established by the individual provinces in agreement with the Dominion Government, the cost of pension payments being divided equally between the Dominion Government and the provinces. In the discussion of this subject certain of the provinces contended that the financial burden of paying old age pensions was too great for them to bear, and others showed an inclination to have the federal Government make its contribution without involving the provinces in a similar obligation. British

Columbia, however, supported the existing legislation, and the province of Manitoba announced its intention of accepting the Dominion Act, although it was likewise urged on behalf of the latter province that the Dominion should pay the whole cost. The representatives of the province of Quebec contended that their existing systems of relief for the aged and indigent were adequate. There was general agreement, however, that the principle of old age pensions was sound.

CONCLUSION

I am pleased again to record my sincere appreciation of the excellent service rendered during the year by the departmental staff.

I have the honour to be, sir,
Your obedient servant,

H. H. WARD,
*Deputy Minister of Labour and Registrar of
Boards of Conciliation and Investigation.*

DEPARTMENT OF LABOUR, OTTAWA.

I. INDUSTRIAL DISPUTES INVESTIGATION ACT

This chapter constitutes the twenty-first annual report of the Registrar of Boards of Conciliation and Investigation, covering proceedings under the Industrial Disputes Investigation Act for the fiscal year ending March 31, 1928.

The Industrial Disputes Investigation Act, formerly chapter 20 of the statutes of 1907, as amended by chapter 29, 1910; chapter 27, 1918; chapter 29, 1920, and chapter 14, 1925, appears as chapter 112 in the Revised Statutes of 1927. In revising and consolidating the law of 1907 and the various amendments, the arrangement and numbering of the sections and subsections were in many instances altered by the Statute Revision Commission. The text of the revised statute is being accordingly included for convenience in the present chapter and will be found following the analysis of the operations of the Act.

ALBERTA ENABLING LAW

Six of the provinces have now taken steps towards enabling the federal Industrial Disputes Investigation Act to become operative in respect of disputes within provincial jurisdiction, the only exceptions being Ontario, Quebec and Prince Edward Island. The most recent enabling legislation was that enacted by the Government of Alberta during the 1928 session of the legislature, the statute coming into force on April 2, 1928, by proclamation of the Lieutenant-Governor in Council. The Labour Disputes Act, adopted by the Alberta Government on April 8, 1926, remains on the provincial statute books, but its scope has been restricted to labour disputes within the exclusive legislative jurisdiction of the province "which have not been made subject to the provisions of the Industrial Disputes Investigation Act of Canada."

TWENTY-ONE YEARS' OPERATIONS

Applications under the terms of the Industrial Disputes Investigation Act received from the inception of the statute on March 22, 1907, to March 31, 1928, numbered 684; Boards of Conciliation and Investigation were granted in 472 cases, leaving 212 disputes which were either settled by other agencies than those of a Conciliation Board or in which it was found that the machinery of the statute could not be utilized. In only 37 cases was the cessation of work which threatened not averted or the strike which had been already entered upon not ended.

THE FISCAL YEAR 1927-28

Twenty-three applications for the establishment of Boards of Conciliation and Investigation were received during the fiscal year ended March 31, 1928; twenty-seven disputes figure, however, in the record for the year, proceedings having been continued over from the preceding fiscal period in four cases. The disputes were distributed among different industries, as follows: coal mining, four; steam railways, nine; street and electric railways, three; shipping, one; telegraphs, one; telephones, one; light and power, two; and disputes not falling clearly within the direct scope of the Act, six. The number of employees directly concerned in the twenty-seven disputes was approximately 38,350.

No interruption of work occurred following the award of a Board of Conciliation and Investigation, working arrangements having resulted in the two

instances in which a strike or lockout had been entered upon before the differences were referred under the terms of the statute, and the threatened strike being averted in each of the other cases.

Eleven Boards of Conciliation and Investigation were established during the fiscal year; proceedings of two boards constituted during the preceding fiscal period were also carried over into 1927-28. Two boards during the year dealt with two disputes each. In six of these fifteen cases the boards were successful in procuring working arrangements between the disputing parties; the findings of two boards were accepted as a settlement by the parties concerned; in one case that portion of the board's recommendations as to which the three members were in agreement was accepted by the company and the workers. Negotiations in accordance with the recommendations of one board were still in progress at the close of the fiscal year; and in another case employees who had been involved in a cessation of work, alleged to be a lockout, returned to their former positions on certain terms, this action conforming with the recommendation contained in the minority report. In each of the remaining four cases the board's recommendations were rejected by one or other of the parties concerned, but a compromise was later concluded in one instance, and, although there appear to have been no formal settlements in the other three cases, no strike occurred.

Recourse to Boards of Conciliation and Investigation was unnecessary in connection with nine applications received during the year, mediation by the Minister of Labour and departmental officials playing a large part in the settlement of seven of the disputes, and negotiations being still in progress at the close of the fiscal year in the two other instances.

In the case of three disputes which were made the subject of board applications it was not possible to apply the provisions of the statute.

The features of the year's disputes may be briefly noted.

COAL MINING DISPUTES

Four applications received during the past year concerned disputes in the coal mining industry and presented many difficult features.

One of the applications, relating to a dispute between the Inverness Railway and Coal Company and certain of its miners, was carried over from the preceding year. The management of the company had proposed a reduction in wages on the ground that the mine, in the hands of the receiver for some years, was still being operated at a loss. The representatives of the United Mine Workers of America, to which union it was said about one-half of the miners belonged, negotiated an agreement providing for a decrease in wages, but also stipulated that none but members of their union should be employed. The management refused this and posted the new schedule of wages. An application for the establishment of a Board of Conciliation and Investigation was received in the Department of Labour on March 3, 1927, from the employees who were not members of the United Mine Workers of America, protesting against the reduction in wages and requesting an improvement in employment and living conditions. The Minister of Labour sent Messrs E. McG. Quirk and J. D. O'Neill, representatives of the Department of Labour, to offer their services with a view to bringing the parties together. The employees who were members of the United Mine Workers of America did not report for work, but picketed the mine, and the management placed the mine on a maintenance basis pending a settlement. The applicants for a board requested the minister to hold their application in abeyance pending the result of further negotiations. The strike of employees who were members of the United Mine Workers of America terminated on April 21, the employer having signed

an agreement with that union providing for the employment of members of their organization only. The agreement also provided for a wage scale about four per cent lower than that previously in effect, negotiated on the basis of a wage scale for Inverness on the same level as in other mines in Cape Breton Island. When operations at the mines were resumed under the above conditions, the non-U.M.W.A. men were not allowed to resume work and submitted an amended application, claiming a lockout; this application was supported by the Mayor and Board of Trade of Inverness, who stated that the situation was serious. The Minister of Labour established a Board of Conciliation and Investigation on May 12, 1927. The report of the board was signed by the chairman, the Rev. Dr. John Shaw, and the employees' nominee, Mr. Angus L. Macdonald, and recommended, in effect, that the non-U.M.W.A. men be allowed to return to work immediately without any condition of union affiliation attached, on the understanding that, at the expiration of three months, a referendum of all employees be taken and that the labour organization receiving the majority of votes be the only organization recognized at the mine. The employer's representative on the board, Mr. R. S. McLellan, presented a minority report recommending the immediate fusion of both organizations in the U.M.W.A. On receipt of the board's findings, the applicants decided to join the U.M.W.A. and reported for work on June 1, this action coinciding with the recommendation contained in the minority report.

Two applications grew out of the request of coal miners on Vancouver island for the restoration of sixty cents which had been deducted from the daily bonus in June, 1925, and for certain readjustments in wage rates and working conditions, the employing companies concerned being the Western Fuel Corporation of Canada, Limited, and the Canadian Collieries (Dunsmuir), Limited.

In the Western Fuel case the report of the board was signed by the chairman, His Honour Judge C. H. Barker, and the company's nominee, Mr. D. S. Wallbridge, who favoured the continuance of the existing rates of pay, but with the proviso that the present bonus of thirty cents a day be incorporated in the basic rates of pay. The minority report, signed by the miners' representative on the board, Mr. Joseph Hitchen, favoured an increase in pay of thirty-eight cents a day. The majority findings of the board were accepted by the company and put into effect February 15, 1928. The employees then charged the company with discrimination against certain members of their Agreement Committee in the laying-off of men at the mines, and a strike ballot was taken, the men deciding, however, by a majority vote to remain at work.

In the Canadian Collieries case, the chairman of the board, Mr. H. A. Maclean, K.C., and the company's representative, Mr. Wm. Fleet Robertson, reached the conclusion that, in view of the fact that the company was carrying on its business at a loss, they could not recommend that an advance in wages should be granted to the miners. Mr. Hitchen, the board member representing the miners in this case as also in the Western Fuel dispute, recommended in his minority report the same percentage of increase in the miners' wage rate as was recommended by him in the other coal mining dispute. The employees rejected the majority findings of the board and direct negotiations between the parties were resumed, but no agreement resulted.

Mr F. E. Harrison, the resident departmental representative on the Pacific coast, together with Mr. J. D. McNiven, Deputy Minister of Labour for British Columbia, also kept in touch with the two coal mining disputes on Vancouver island, and rendered all possible assistance looking to an amicable adjustment of the points at issue, visiting the mines on several occasions for this purpose.

The Chief Conciliation Officer of the department, Mr. M. S. Campbell, visited Minto and Saint John, N.B., during the month of January, 1928, in connection with an application received from certain coal miners in the employ

of the Avon Coal Company, Limited. The Honourable Mr. Heenan, Minister of Labour, also conferred in Ottawa during February with the manager of the company, who agreed that the company would restore the former wage rate desired by the employees and would rectify certain conditions as to which complaint had been made. The manager later notified the department that this undertaking had been put into effect as from February 23.

STEAM RAILWAY DISPUTES

The machinery of the statute was applied successfully during the year in procuring working arrangements between (1) the Canadian National Railways and its clerks, freight handlers, etc., to the number of 15,000; (2) the Canadian National Railways and 1,100 sleeping car conductors, dining car stewards, chefs, etc.; (3) the Toronto, Hamilton and Buffalo Railway Company and 85 freight shed foremen, freight checkers, etc.; and (4) the Canadian Pacific Railway Company and its marine freight handlers and grain elevator employees. In the last mentioned case two disputes, involving 375 and 140 employees respectively, were referred to one board.

Another board established during the year dealt with a dispute between the Canadian Pacific Railway Company and certain of its employees in the mechanical department at the Angus shops, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. The dispute grew out of a proposal submitted by the employees looking to an agreement as to rates of pay and working conditions, the point at issue which was considered by the board being the question as to whether or not certain employees in the Works Manager's office at the Angus Shops, who, it was claimed by the company, held confidential positions, should be included in negotiations for a general agreement. The unanimous report of the board recommended that the company proceed to negotiate a general agreement with the employees at the Angus Shops, excluding employees in the Works Manager's office; as to the latter group, the board recommended that they approach the employer with a view to arriving at an agreement specifically applying to themselves. Negotiations with respect to a general agreement as to wages and working conditions were in progress at the close of the fiscal year.

Board reference was rendered unnecessary in the case of three railway labour disputes, an amicable adjustment having been effected in each case as a result of departmental mediation. The most important settlement was secured by the Honourable Mr. Heenan, Minister of Labour, in connection with a wage controversy involving 7,000 locomotive engineers in the employ of the Canadian National, Canadian Pacific, and Temiskaming and Northern Ontario Railways. Mr. Heenan held several conferences in Ottawa and in Montreal with the various parties concerned, and with his assistance a settlement was reached whereby the employees secured a wage increase averaging five per cent.

Through the efforts of Mr. M. S. Campbell, Chief Conciliation Officer of the department, negotiations were also resumed in the case of a dispute between the Quebec Power Company and certain of its steam and electric railway shop employees. In amalgamating two shop staffs, hours of labour had been reduced and wages per hour in some cases increased; in others slightly reduced. The employees desired a further reduction in the hours worked and a substantial increase in the hourly wage rate. The direct negotiations resulted in an agreement whereby the employees secured the further reduction requested in the working hours and an increase in rates of pay sufficient to make the weekly wages equal to the earnings before the first reduction in hours.

In another dispute, arising out of a request made by 400 employees in the stores department of the Canadian Pacific Railway for a revision of an agree-

ment including increased wages, a renewal of direct negotiations was secured through the intercession of Mr. E. McG. Quirk, a special representative of the department, and the application was withdrawn by the employees. Word was later received indicating that an agreement had been consummated.

STREET AND ELECTRIC RAILWAY DISPUTES

Only one street railway dispute was referred to a Board of Conciliation and Investigation during the past year. This grew out of a demand by the electric railway employees of the British Columbia Electric Railway Company for increased wages and changed working conditions, the employees directly affected numbering 1,700. Both the employing company and the employees made application for a board. The report of the board was signed by the chairman and the company's representative, and recommended continuance of the old agreement for a period of three years, with certain modifications, including an advance of one cent an hour for the third year to motormen and conductors. The employees' representative on the board expressed the opinion in his minority report that the evidence submitted by the employees justified their request for increased wages and improved working conditions. The employees agreed by a referendum vote to accept the majority findings of the board, provided the agreement could be cancelled upon thirty days' notice. The proposal that a thirty days' cancellation clause should be included in the agreement was rejected by the company, who made a counter offer of a general wage increase of one cent an hour and other concessions if the men would accept a three-year agreement; the company's offer was accepted by the employees.

The motormen, conductors and busmen in the employ of the Winnipeg Electric Company submitted two applications under the Industrial Disputes Investigation Act during the year. The first application was received in the department on May 7, 1927, and concerned the request of 850 employees for a wage increase of three cents an hour and certain alterations in working conditions. The Minister of Labour succeeded in bringing about a renewal of negotiations, during which the company offered the employees concerned a general increase of one cent per hour each year for three years, together with other improvements in working conditions. The offer was accepted by the employees and a three-year contract was signed.

The second application from motormen, conductors and busmen employed by the Winnipeg Electric Company was received on January 26, 1928, and protested against the alleged unjust dismissal of an employee. Word reached the department of considerable friction in this case and the Minister of Labour visited Winnipeg personally and held several conferences with the conflicting parties. The minister made certain proposals for a settlement of the dispute, to which both sides agreed to give consideration. The minister later instructed the departmental conciliation officers, Messrs. M. S. Campbell and E. McG. Quirk, to proceed to Winnipeg for the purpose of working out the details of the settlement which was successfully achieved.

SHIPPING DISPUTE

The only shipping dispute dealt with was carried over from the preceding fiscal year, a Board of Conciliation and Investigation having been established on November 2, 1926. The disputing parties were the Shipping Federation of Canada and the Canadian Pacific Steamships, Limited, and their checkers and coopers, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. Two interim reports were received

on November 17, 1926, and January 17, 1927, respectively, indicating that the board stood adjourned pending the outcome of direct negotiations between the parties. A satisfactory agreement was not, however, reached, and the board reconvened and submitted its final report on May 4, 1927, the board members being unanimous in recommending an increase of three cents an hour to the employees concerned. This recommendation was accepted by the employees, but rejected by the shipping interests. Word reached the department later, however, indicating that the shipping interests had notified their respective employees of an increase conforming with the board's recommendation and effective as from October 1, 1927.

TELEGRAPH AND TELEPHONE DISPUTES

Commercial telegraphers in the employ of the Canadian National Telegraphs and being members of the Electrical Communication Workers of Canada applied during the year for a Board of Conciliation and Investigation to deal with a dispute arising out of their request for increased wages and minor changes in working rules. At the time the application was received negotiations were in progress between the Canadian National Telegraphs and officials of the Commercial Telegraphers Union of America looking to a revision of the existing agreement governing rules and wages of telegraphers in the service of the company, and a new agreement with this latter union was signed effective October 1, 1927, providing for certain increases in wages and changes in working conditions.

A board was established during the year in the case of a dispute between the British Columbia Telephone Company and certain of its employees at Vancouver and Victoria, B.C., to the number of 260, involving union recognition, wages, hours, and other matters. The board's findings, which were signed by the chairman and the company's representative, were satisfactory to the company, but were rejected by the employees, and a strike ballot was taken, the men voting, however, to remain at work.

LIGHT AND POWER DISPUTES

Electrical workers employed by the Dominion Power and Transmission Company in the Hamilton and Burlington district applied for a board to deal with their request for shorter hours without a change in their per diem wage rate. A comparison made by the board of rates of pay and working conditions of the Dominion Power and Transmission Company and the Hamilton Hydro Commission disclosed that the per diem wages earned by both classes of employees were practically the same, but that the daily working hours of the Hamilton Hydro Commission stood at eight, whereas the employees of the Dominion Power and Transmission Company worked nine hours per day. The board was unanimous in recommending that the agreement under which the employees had been working continue in force until May 1, 1928. The chairman and the board member representing the employees recommended further that, when wages and working conditions are being negotiated after the expiration of the agreement, if the company's application to the Ontario Railway Board for increased fares is granted, the employees be placed in the same position as employees of the Hamilton Hydro Commission with respect to wages and hours. The company's representative on the board did not concur in the latter recommendation. The board's recommendations were accepted by the employees, but only that portion as to which the board members were unanimous was acceptable to the company.

Linemen and cable splicers employed by the Hydro-Electric System of the city of Winnipeg also applied during the year for a board to give consideration to their request for the abolition or modification of the agreement governing

appointment in the city's service and which prevented the applicants from associating themselves with a trades union organization. The Minister of Labour conferred in Winnipeg with the parties concerned and made certain suggestions looking to a settlement of the dispute, which the representatives of the city agreed to place before the City Council. Consideration had not yet been given the matter by the City Council when the fiscal year closed.

DISPUTES NOT FALLING CLEARLY WITHIN THE DIRECT SCOPE OF THE STATUTE

With the joint consent of the conflicting parties, Boards of Conciliation and Investigation were established in two disputes falling outside the direct jurisdiction of the Industrial Disputes Investigation Act, as follows: (1) between the Brompton Pulp and Paper Company, Limited, and its pulp and sulphite workers, and (2) between the Manitoba Telephone System and certain of its electricians being troublemen. In each case the board succeeded in effecting a mutual understanding on the points at issue. The second application as submitted to the department related to a dispute involving linemen, cable splicers, troublemen and station wiremen employed by the Manitoba Telephone System and also by the Winnipeg Electric Company, Limited. The Minister of Labour personally intervened in this controversy and an agreement was effected with respect to all matters in dispute with the exception of the wage rate for troublemen in the employ of the Manitoba Telephone System, and this point only was referred to the Conciliation Board.

Word reached the department towards the close of the fiscal year that several hundred trimmers employed by General Motors at Oshawa, Ont., had gone on strike because of the adoption of a new scale of piece rates which employees in the trimming department alleged to be thirty or forty per cent lower than those previously in force, but which the employer claimed would yield as large daily earnings as before. Other employees ceased work in sympathy with the trimmers or were forced out as a result of several departments being unable to function, approximately 5,500 employees being eventually out of work. The industry concerned did not fall within the direct scope of the Industrial Disputes Investigation Act and a board could be established only by mutual agreement of the disputants. The minister acceded to the request of the strikers and sent the Chief Conciliation Officer, Mr. M. S. Campbell, to Oshawa with a view to assisting the parties, if possible, in reaching an amicable settlement. The Honourable Mr. Heenan himself visited Oshawa on March 30 and as a result of his conciliatory efforts the parties concerned consented to refer the dispute to a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act, the management agreeing to pay the rates in force before the reduction pending the report of the board and to return all employees to their former positions. The employees accordingly returned to work on March 31, 1928, and a board was established shortly after the close of the fiscal year.

Three disputes affecting civic employees were made the subject of applications under the Industrial Disputes Investigation Act during the year, the parties concerned in the first dispute being the Hydro-Electric Commission of the city of Hamilton and certain of its employees being members of Local 138, International Brotherhood of Electrical Workers; in the other two cases fire fighters of the cities of Winnipeg and Vancouver, respectively, were involved. As none of these three disputes fell within the direct scope of the statute, a board could be established in any one case only with the joint consent of the disputing parties. The consent of the employer in each instance being withheld, no board was established. In the first mentioned dispute, however, direct negotiations were subsequently resumed which resulted in a settlement of the points at issue.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned during the fiscal year 1927-28; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1928; (iii) showing by fiscal years, 1907-1928, number of disputes dealt with; (iv) showing by calendar years, 1907-1928, number of disputes dealt with; and (v) containing statistical summary of operations under the statute for the fiscal year ending March 31, 1928.

I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1927, TO MARCH 31, 1928

Industries affected	Number of applications for Boards received*	Number of Boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication and other public utilities—			
(1) Mines—			
Coal.....	4	3	0
(2) Transportation and communication—			
(a) Steam railways.....	9	3	0
(b) Street and electric railways.....	3	1	0
(c) Shipping.....	1	0	0
(d) Telegraphs.....	1	0	0
(e) Telephones.....	1	1	0
(3) Miscellaneous—			
Light and power.....	2	1	0
II. Disputes not falling clearly within the direct scope of the Act	6	2	0
Total.....	27	11	0

*Including four cases left over from preceding year, as stated below.

The proceedings under the Act during the year include four cases in which certain proceedings had taken place during the preceding year, namely: disputes between (1) Inverness Railway and Coal Company and certain of its miners; (2) Shipping Federation of Canada and the Canadian Pacific Steamships, Limited, and certain of their employees being checkers and coopers, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees; (3) Canadian National Railways and certain of its employees being clerks, freight handlers, warehousemen, passenger station employees, stores employees, stationary engineers, stationary firemen, classified and unclassified labourers in and around shops and warehouses, etc., as represented by the Canadian Brotherhood of Railroad Employees; (4) British Columbia Telephone Company and certain of its employees being members of Locals 230 and 310, International Brotherhood of Electrical Workers.

On March 31, 1928, results were still pending in connection with three applications concerning disputes between (1) General Motors of Canada, Limited, and certain of its employees at Oshawa, Ontario; (2) Corporation of the City of Winnipeg and linemen and cable splicers employed by the Hydro-Electric System of the city; and (3) Canadian Pacific Railway Company and certain of its employees in the mechanical department at the Angus Shops, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.

II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO
MARCH 31, 1928

Industries affected	Number of applications for Boards received	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work—		
(1) Mines—		
(a) Coal.....	75	10
(b) Metal.....	20	5
(c) Asbestos.....	1	0
(2) Transportation and communication—		
(a) Steam railways.....	206	7
(b) Street and electric railways.....	111	7
(c) Express.....	12	1
(d) Shipping.....	34	0
(e) Telegraphs.....	24	1
(f) Telephones.....	8	0
(3) Miscellaneous—		
(a) Light and power.....	26	3
(b) Elevators.....	1	0
(4) War work.....	30	1
II. Disputes not falling clearly within the direct scope of the Act.....	136	2
Total.....	684	37

III. TABLE SHOWING BY FISCAL YEARS, 1907-1923, NUMBER OF DISPUTES DEALT WITH

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	1923-1924	1924-1925	1925-1926	1926-1927	1927-1928	Total
Number of applications.....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	19	4	19	23	684
Number of boards granted.....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	9	0	11	11	472
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	2	0	1	0	0	0	37

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in the yearly summary. A closer examination will, however, show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during the fiscal year. The figures of the yearly statement include, therefore, disputes carried over from the previous year and which are counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken of the number of applications received during the year and thus brought within the purview of the statute.

IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1928, NUMBER OF DISPUTES DEALT WITH

	*1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927 3 mos†	1928 3 mos†	Total
Number of applications.....	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	22	4	14	26	4	684
Number of boards granted.....	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	10	0	9	13	0	472
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	0	0	1	0	0	0	37

*The Act became law on March 22, 1907, so that the proceedings cover nine months only.

†To the end of the financial year, March 31.

(The remark following Table III applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER, FROM APRIL 1, 1927, TO MARCH 31, 1928

I. MINES, AGENCIES OF TRANSPORTATION AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister, under Section 9, Sub-section a, of the I. D. I. Act, on recommendation from the party concerned.
2. Appointed by the Minister, under Section 9, Sub-section b, of the I. D. I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister, under Section 9, Sub-section c, of the I. D. I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 9, Sub-section d, of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING AND SMELTING INDUSTRY

COAL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Mar. 3, April 23, 1927	Inverness Railway and Coal Company and certain of its miners.	Employees ...	Inverness, N.S.	(1) 554 dir.; (2) 270 dir.	Against decreased wages and for improved working conditions; also against alleged lockout of employees.	Rev. Dr. John Shaw, (c) 3, R. S. Macdonald, (e) 1, Angus L. Macdonald, (m) 1.	May 12, 1927	May 28, May 29, 1927	Shortly after the first application was received, Messrs. E. McG. O'Neil and D. O'Neill, representatives of the Department, were sent to the locality of their dispute, and, as a result of their mediation, the applicants requested the Minister to hold the application in abeyance. On April 23, 1927, this application was superseded by an amended application. The second application was supported by the Mayor and Board of Trade of Inverness, who stated that the situation was serious. Investigation by a Board of Conciliation and Investigation showed that the applicants belonged to the One Big Union, while other employees, members of the United Mine Workers of America, had on April 14 signed an agreement with the company providing for a closed shop and accepting a reduction in wages. In accordance with the closed shop policy, the company refused to employ members of the One Big Union and the latter claimed that they were locked out. The board's report was signed by the chairman and Mr. Macdonald and contained recommendations as to settlement of the dispute. Mr. McLeelan submitted a minor-

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION, ETC.—Continued
(1) MINING AND SMELTING INDUSTRY—Continued

COAL MINES—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (E) Employer: (M) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Informal application by wire Oct. 4; Oct. 8; 1927.	Western Fuel Corporation, Limited, and its underground employees.	Employees...	Nanaimo, B.C.....	Approx. 800 dir.; 430 indir.	Employees' request for restoration of 60 cents which had been deducted from the daily bonus in June, 1925; also readjustment of wage rates and working conditions.	His Honour Judge C. H. Barker, (c) 4; D. S. Wallbridge, (E) 1; Joseph Hitchen, (M) 1.	Nov. 4, 1927	Dec. 27, 1927	ity report. On receipt of the board's findings the applicants decided to join the United Mine Workers of America, and reported for work on June 1, this action conforming with the recommendation contained in the minority report.
Oct. 24, 1927	Canadian Collieries (Dunsmuir), Limited, and certain of its employees at Extension, Wellington and South Vancouver Island.	Employees...	Ladysmith, B.C.....	Approx. 700 dir.	Employees' request for restoration of 60 cents which had been deducted from the daily bonus in June, 1925; also readjustment of wage rates and working conditions.	H. A. Maclean, K.C., (c) 4; Wm. Fleet Robertson, (E) 1; Joseph Hitchen (M) 1.	Jan. 9, 1928	Feb. 22, 1928	The report was signed by the chairman and Mr. Robertson. Mr. Hitchen presented a minority report. The employees rejected the board's findings and direct negotiations were resumed between the parties, no settlement being, however, reached.
Jan. 4, 1928	Avon Coal Company, Limited, and certain of its employees being coal miners, members of the One Big Union.	Employees...	Minto, N.B.....	40 dir.; 100 indir.	Employees' request for re-establishment of former wage rate and concerning certain working conditions.	.....	.....	.....	Mr. M. S. Campbell, Chief Conciliation Officer of the Department of Labour, proceeded to Minto to investigate existing conditions at the mines of the Avon Coal Company. At Minto Mr. Campbell interviewed the em-

ployees concerned; he also visited St. John and discussed the matter with the Manager of the company. During February the Hon. Mr. Heenan, Minister of Labour, conferred in Ottawa with the Manager, who agreed that the company would restore the former wage rate and would rectify certain conditions as to which complaint had been made. The Manager later notified the Department that the promise had been fulfilled.

(2) TRANSPORTATION AND COMMUNICATION

(a) STEAM RAILWAYS

March 4, 1927	Canadian National Railways and certain of its employees being clerks, freight handlers, warehousemen, passenger station employees, stores employees, stationary engineers, classified and unclassified labourers in and around shops and warehouses, etc., as represented by the Canadian Brotherhood of Railroad Employees.	Employees...	C.N.R. Lines.....	15,000 dir.	For improved working conditions, increased wages, and other changes.	W. J. Donovan, Peter White, (P); H. S. Ross, K.C., (M) 1.	March 29, 1927	Interim reports, April 23, May 2, 1927.	The interim report of the board, which was signed by the chairman and Mr. Ross, contained recommendations with respect to the matter of wages only. Mr. White submitted a minority report on this aspect of the dispute. The differences as to working conditions it was decided would be made the subject of further negotiations, the board to be reconvened in the event of failure to reach a complete settlement. The employees offered to accept the board's recommendations as to wages, but the company refused, and direct negotiations on this subject also were resumed. The parties reported disagreement concerning the questions relating to rules and working conditions and the board at further sittings held in July succeeded in bringing about an agreement on these points. Later it was announced that a settlement of the wages dispute had been reached by direct negotiations and that detailed schedules of rules governing working conditions effective September 1, 1927, and rates of pay effective May 1, 1927, were being drawn up for signature by the parties concerned.
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V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION, ETC.—Continued

(2) TRANSPORTATION AND COMMUNICATION—Continued

(a) STEAM RAILWAYS—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
April 1, 1927	Canadian National Railway and certain of its employees being sleeping car conductors, dining car stewards, chefs, cooks, waiters, porters, etc., as represented by the Canadian Brotherhood of Railroad Employees.	Employees...	C.N.R. Lines	1,100 dir....	For improved working conditions, increased wages and other changes.	.....	.....	Dec. 1, 1927	By mutual agreement of the parties concerned this dispute was, on April 6, 1927, brought within the jurisdiction of the board already established to deal with a dispute between the same company and its clerks, freight handlers, etc., members of the same brotherhood. (See above.) The board convened early in April, and, with the concurrence of the disputing parties, adjourned to allow renewal of direct negotiations. Board sessions were held on various occasions during May, June and July. At the final sittings a verbal agreement, covering all matters in dispute, was reached between the parties, and it was arranged that the details of the new schedule would be completed and a copy furnished the board. This was received by the board during November and was attached to the board report.
April 29, 1927	Canadian Pacific Railway Company and certain of its employees in the mechanical department at the Angus Shops, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	C.P.R. Eastern Lines.	275 dir.....	Proposal submitted by employees looking to an agreement as to rates of pay and working conditions, involving question as to whether or not certain office employees, claimed by company to hold confidential positions, should be included in negotiations for a general agreement.	Prof. Edouard Montpetit, (c) 3; Sir Wm. Stupart, (e) 2; J. T. Foster, (m) 1.	Nov. 1, 1927	Jan. 16, 1928	The report of the board was unanimous and made certain recommendations with respect to the company negotiating a general agreement with employees at the Angus Shops, excluding employees in the Works Manager's Office, the latter group to approach the employer with a view to arriving at an agreement specifically applying to themselves. Negotiations as to a general agreement were in progress at the close of the fiscal year.

April 29, 1927	Canadian Pacific Rail- way Company and certain of its em- ployees in the stores department, being clerks, storemen, ma- terial handlers, help- ers, etc., members of the Brotherhood of Railway and Steam- Ship Clerks, Freight Handlers, Express and Station Employees.	Employees... C.P.R. Eastern Lines.	400 dir.....	For revision of agree- ment involving in- creased wages and changed working con- ditions.	.....	.....	Through the mediation of Mr. E. McC. Quirk, a special represen- tative of the Department, negotia- tions between the disputants were renewed, and the application was withdrawn by the employees. Word was later received indicating that an agreement had been consummated.
Sept. 24, 1927	(1) Canadian National Railways, (2) Cana- dian Pacific Railway, and (3) Temiskaming and Northern Ontario Railway, respectively, and certain employees of the said railways, being locomotive en- gineers, members of the Brotherhood of Locomotive Engineers.	Employees... All provinces in Can- ada.	7,000 dir.....	Employees' request for a fifteen per cent wage increase.	.....	.....	During the last week of September, the Hon. Mr. Heenan, Minister of Labour, requested representatives of the railways and of the union concerned to meet him in Ottawa, where a conference, over which he presided, was held. It was agreed at the conference that certain suggestions made by the Minister as to a basis of settlement of the dispute would be considered by the railway companies and the men. The negotiations, however, which continued for a couple of weeks, proved unsuccessful, and the Minister of Labour proceeded to Montreal to consult further with the various parties concerned. Mr. Heenan held several confer- ences with the railway and union officials, and with his assistance a settlement was reached whereby the locomotive engineers secured a wage increase averaging five per cent, effective as from July 1, 1927.
Oct. 14, 1927	Toronto, Hamilton and Buffalo Railway Com- pany and certain of its employees being freight shed foremen, freight checkers, truckers, clerks, mes- sengers, etc., members of the Canadian Bro- therhood of Railroad Employees.	Employees... Hamilton, Ont.....	35 dir.....	Wages and working con- ditions; also alleged dismissal of an em- ployee on account of certain union affilia- tion.	H. J. McNulty, (c) 3; Bernard Rose, K.C., (F) 2; John L. Coun- sell, K.C., (M) 1.	Jan. 11, 1928	Feb. 15, 1928	The report of the board was unani- mous and indicated that all matters in dispute had been satisfactorily adjusted.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION, ETC.—Continued

(2) TRANSPORTATION AND COMMUNICATION—Continued

(a) STEAM RAILWAYS—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Dec. 9, 1927	Canadian Pacific Railway Company and its grain elevator employees at St. John, N.B., members of Local 1121, International Longshoremen's Association.	Employees...	St. John, N.B.....	140 dir.; 3,000 indir.	For increased wages and improved working conditions.....				
Dec. 12, 1927	Canadian Pacific Railway Company and certain of its employees being freight handlers, coopers, car sealers and heater men, members of Local 838, International Longshoremen's Association.	Employees....	St. John, N.B.....	375 dir.; 2,800 indir.	For increased wages and improved working conditions	Hon. Henry Miles, (c) 4; Frederick E. Sayre, (e) 1; J. E. Tighe, (m) 1.	Dec. 29, 1927	Feb. 8, 1928	These two disputes, being of practically an identical nature, were, by mutual agreement, referred to one board. As a result of the board's efforts, direct negotiations were resumed and the board reported that an agreement had been reached.
Feb. 23, 1928	*Quebec Power Company and certain of its railway shop employees being members of the International Association of Machinists, International Brotherhood of Blacksmiths and Drop Forgers and Helpers of America, International Brotherhood of Shipbuilders and Iron Workers of America, and Brotherhood of Railway Carmen of America.	Employees....	Quebec, P.Q.....	75 dir.; 10 indir.	For increased wages per hour and a reduction in the working hours per week.				In amalgamating two shop staffs, hours of labour had been reduced and wages per hour in some cases increased; in others slightly reduced. The employees desired a further reduction in the hours worked and a substantial increase in the hourly wage rate. Through the efforts of Mr. M. S. Campbell, Chief Conciliation Officer of the Department, the parties concerned were brought together and an agreement was reached providing for a further reduction in the working hours requested by the employees and an increase in rates of pay sufficient to make the weekly wages equal to the earnings before the first reduction in hours.

(b) STREET AND ELECTRIC RAILWAYS*

May 7, 1927	Winnipeg Electric Company and certain of its employees being motormen, conductors and busmen, members of the Street Railway Employees' Unit, One Big Union.	Employees...	Winnipeg, Man.....	850 dir.; 1,000 indir.	For wage increase of three cents an hour and certain alterations in working conditions.	.....	.....	Efforts of the Minister of Labour were effective in bringing about a renewal of negotiations, during which the company offered the employees concerned a general increase of one cent per hour each year for three years, together with other improvements in working conditions. The offer was accepted by the employees and a three-year contract was signed, board procedure being accordingly rendered unnecessary.	
Aug. 27, Aug. 30, 1927	British Columbia Electric Railway Company, Limited, and certain of its employees being members of Divisions 101, 109 and 134, Amalgamated Association of Street and Electric Railway Employees of America.	Employees and Employer.	Vancouver, Victoria, and New Westminster, B.C.	1,700 dir....	For increased wages and changed working conditions.	Hon. Mr. Justice D. A. McDonald, (c) 4; A. G. McCandless, (e) 1; Percy R. Bengough, (m) 1.	Sept. 16, 1927	Nov. 29, Dec. 3, 1927	The report of the board was signed by the chairman and Mr. McCandless, and recommended continuance of the old agreement for a period of three years, with certain modifications, including an advance of one cent an hour to motormen and conductors for the third year. Mr. Bengough submitted a minority report. The employees agreed by a referendum vote to accept the board's findings provided the agreement could be cancelled upon thirty days' notice. The company rejected the proposal for the inclusion in the proposed agreement of a thirty-day cancellation clause and offered a general wage increase of one cent an hour and other concessions if the men would accept a three-year agreement; the company's offer was accepted by the employees.
Jan. 26, 1928	Winnipeg Electric Company and certain of its employees being motormen, conductors and busmen, members of the Street Railway Employees' Unit, One Big Union.	Employees...	Winnipeg, Man.....	800 dir.....	Against dismissal of an employee.	.....	.....	.....	An acute situation existed and the Minister of Labour visited Winnipeg personally and held several conferences with the interested parties. At that time the Minister submitted certain proposals for the settlement of the dispute to which both sides agreed to give consideration. Subsequently the Minister instructed the departmental Conciliation Officers, Messrs. M. S. Campbell and E. McG. Quirk, to proceed to Winnipeg for the purpose of working out the details of the settlement which was successfully achieved.

*The Quebec Power Company dispute affected electric railway as well as steam railway shop employees.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION, ETC.—Continued

(2) TRANSPORTATION AND COMMUNICATION—Continued

(c) SHIPPING

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Sept. 14, 1926	Shipping Federation of Canada and the Canadian Pacific Steamships, Limited, and certain of their employees being checkers and coopers, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Montreal, P.Q.....	225 dir.; 225 indir.	For increased wages and changed working conditions.	Farquhar, Robertson, (c) 3; Sir Wm. Stewart, (e) 2; J. I. Foster, (m) 1.	Nov. 2 1926	First interim report Nov. 17, 1926; second interim report Jan. 17, 1927; final report May 4, 1927.	The first interim report was accompanied by a letter written on behalf of the employers concerned, stating that the shipping interests undertook to meet their employees in or about the month of March, 1927, to discuss terms of employment for the ensuing year, to which arrangement, the report stated, the employees were agreeable. A second interim report stated that the board stood adjourned pending the outcome of the negotiations between the parties. The disputing parties being unable to reach a satisfactory agreement, the board reconvened on April 18, and, on May 4, submitted its final report, the board members being unanimous in recommending an increase of three cents an hour to the employees concerned. This recommendation was accepted by the employees but rejected by the shipping interests. Word reached the Department later, however, to the effect that the shipping interests had notified their respective employees of an increase of three cents per hour to the checkers, coopers, etc., effective as from October 1, 1927.

(d) TELEGRAPHS

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
June 29, 1927	Canadian National Telegraphs and certain of its employees engaged in commercial tele-	Employees...	Lines of C.N. Telegraphs.	1,350 dir.; 4,000 indir.	For increased wages and minor changes in working rules.				When the application was received negotiations were under way between the company and officers of the Commercial Telegraphers

graph service and being members of the Electrical Communication Workers of Canada.

Union of America looking to revision of the existing agreement, and a new agreement with this union was signed effective October 1, 1927, providing for certain increases in wages and changes in working conditions.

(e) TELEPHONES

March 29, 1927	British Columbia Telephone Company and certain of its employees being members of Locals 230 (Victoria, B.C.) and 310 (Vancouver, B.C.) of the International Brotherhood of Electrical Workers.	Employees...	Province of Columbia.	British 260 dir.....	Union recognition, wages, hours and other matters.	F. J. Gillespie, (G) 4; James A. Campbell, (E) 2; Robert H. Neelands, M.L.A., (M) 1.	April 29, 1927	May 28, May 28, 1927	The report of the board was signed by the chairman and Mr. Campbell. Mr. Neelands submitted a minority report. The board's findings were satisfactory to the company, but were rejected by the employees, and a strike vote was taken, the men deciding, however, to remain at work.
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(3) MISCELLANEOUS

LIGHT AND POWER

Aug. 9, 1927	Dominion Power and Transmission Company and certain of its employees being linemen, high tension trouble men, ground men, shopmen, armature winders, machinists, wiremen and helpers, etc., members of the Canadian Electrical Trades Union, Hamilton Branch.	Employees...	Hamilton, Burlington and Ontario.	60 dir.; 300 indir.	For shorter hours with out a change in the per diem wage rate.	J.M. Godfrey, K.C., (C) 3; Colin G. Snider, K.C., (E) 1; John L. Counsell, K.C., (M) 1.	Sept. 12, 1927	Oct. 4, 1927	The report of the board, which made certain recommendations for the settlement of the dispute, was signed by the three board members, Mr. Snider dissenting, however, regarding a certain point. The board's recommendations were accepted by the employees, but only that portion as to which the board members were unanimous was acceptable to the company.
Oct. 27, 1927	Corporation of the City of Winnipeg and linemen and cable splicers employed by the Hydro Electric System of the city.	Employees...	Winnipeg, Man.....	50 dir.; 100 indir.	Request for abolition or modification of agreement governing appointment in the city's service.	.....	.....	.....	The Minister of Labour conferred with the parties concerned and made certain suggestions looking to settlement of the dispute which the representatives of the city undertook to place before the City Council. The matter had not yet received consideration by the City Council at the close of the fiscal year.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION, ETC.—Continued
 II.—DISPUTES NOT FALLING CLEARLY WITHIN THE DIRECT SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (e) Employer: (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
April 12, 1927	Brompton Pulp and Paper Company, Limited, and certain of its employees being members of Local 98, International Brotherhood of Pulp, Sulphite and Paper Mill Workers.	Employees...	East Angus, P.Q....	25 dir.; 500 indir.	Claim on part of applicants that certain employees had been dismissed because of their membership in a labour union.	W. A. Dowler, K.C., (c) 4; Emile Rioux, K.C., (e) 1; J. T. Foster, (m) 1.	April 29, 1927	May 13, 1927	The industry concerned did not fall within the direct scope of the Industrial Disputes Investigation Act. A board was, however, established with the joint consent of the disputants. The report of the board was unanimous and embodied a signed agreement between the parties to the dispute.
May 13, 1927	Hydro-Electric Commission of the City of Hamilton and certain of its employees being members of Local 138, International Brotherhood of Electrical Workers.	Employees...	Hamilton, Ont.	24 dir.; 15 indir.	For increased wages and certain changes in working conditions.	.....	.....	.....	The dispute not relating to employment on work or business within the legislative authority of the Parliament of Canada, a board could be established, only by mutual consent of the parties concerned. The employer's consent being refused, no board was established. Direct negotiations were subsequently resumed and a settlement was effected.
May 25, 1927	Corporation of the City of Winnipeg and certain of its employees being firemen.	Employees...	Winnipeg, Man.	242 dir.	For increased wages and certain changes in working conditions.	.....	.....	.....	The industry concerned not being one to which the Industrial Disputes Investigation Act primarily applies, a board could be constituted only by mutual consent of the parties concerned. The city authorities indicated that they did not wish at that time to join with the employees in having the dispute referred to a Board of Conciliation and Investigation, and no action was therefore taken looking to the establishment of a board.
June 2, 1927	Winnipeg Electric Company, Limited, and Manitoba Telephone System and certain of their employees being linemen, cable splicers, troublemen, and station wiremen.	Employees...	Winnipeg, Man.	Winnipeg Electric Co., 50; Manitoba Telephone System, 200.	For increased wages....	Robert Jacob, K.C., (c) 3; W. G. Chace, (e) 1; J. G. Hutchison, (m) 1.	Nov. 30, 1927	March 29, 1928	As a result of the personal intervention of the Minister of Labour, an amicable settlement was effected in the case of the dispute between the Winnipeg Electric Company and its employees. An agreement was also reached between the Manitoba Telephone System and

its employees with respect to all electricians with the exception of troublemen. The matter of the troublemen's wages the parties agreed to refer to a board of arbitration. The report of the board was unanimous and its findings were put into effect by the parties concerned.

The industry in question not being one to which the Industrial Disputes Investigation Act primarily applies, a board could be established only with the mutual consent of the parties concerned. The consent of the city authorities being withheld, no board was established.

A strike of 450 employees in the training department occurred on March 24. During the next day or two, 1,500 employees ceased work in sympathy with the trimmers. The union of the employees claimed the strikers or were forced to cease work as a result of several departments being unable to function. The plant accordingly became idle, and employees estimated to number between 5,000 and 5,500 were out of work. At the request of the employees the Minister of Labour instructed Mr. M. S. Campbell, Chief Conciliation Officer of the Department, to proceed to Oshawa and endeavour to bring the parties together. The Minister of Labour himself visited Oshawa on March 30, and secured the consent of the parties concerned to reference of the dispute to a Board of Conciliation and Investigation, the management agreeing to pay the rates in force before the reduction pending the report of the board and to return all employees to their former positions. A board was established shortly after the close of the fiscal year.

For increased wages.

Adoption of a new scale of piece rates which employees in the trimming department alleged to be 30 or 40 per cent lower than those previously in force, but which the employer claimed would yield as large daily earnings as before.

Approx.
200.

Approx.
5,500.

Employees.

Employer and employees.

members of Locals 435 and 1037, International Brotherhood of Electrical Workers.

Corporation of the City
of Vancouver, and
certain of its em-
ployees being fire
fighters, members of
City Fire Fighters'
Union No. 18, Inter-
national Association of
Fire Fighters.

General Motors of Canada, Limited, and certain of its employees.

Aug. 4,
1927

March 30.
March 30,
1928

TEXT OF REVISED STATUTE

Following is the text of the Industrial Disputes Investigation Act as appearing in the Revised Statutes of Canada, 1927.

CHAPTER 112

An Act to aid in the Prevention and Settlement of Strikes and Lockouts in Mines and Industries connected with Public Utilities.

SHORT TITLE

Short title.

1. This Act may be cited as the Industrial Disputes Investigation Act, 1907, c. 20, s. 1.

INTERPRETATION

Definitions.

"Applica-
tion."

"Board."

"Depart-
ment."

"Dispute."
"Industrial
dispute."

2. In this Act, unless the context otherwise requires,

(a) "application" means an application for the establishment of a Board under the provisions of this Act;

(b) "Board" means a Board of Conciliation and Investigation established under the provisions of this Act;

(c) "Department" means the Department of Labour;

(d) "dispute" or "industrial dispute" means any dispute or difference between an employer and one or more of his employees, as to matters or things affecting or relating to work done or to be done by him or them, or as to the privileges, rights and duties of employers or employees, not involving any such violation thereof as constitutes an indictable offence, and, without limiting the general nature of the above definition, includes all matters relating to

(i) the wages allowance or other remuneration of employees, or the price paid or to be paid in respect of employment,

(ii) the hours of employment, sex, age, qualification or status of employees, and the mode, terms and conditions of employment,

(iii) the employment of children or any person or persons or class of persons, or the dismissal or of refusal to employ any particular person or persons or class of persons,

(iv) claims on the part of an employer or any employee as to whether and, if so, under what circumstances, preference of employment should or should not be given to one class over another of persons being or not being members of labour or other organizations, British subjects or aliens,

(v) materials supplied and alleged to be bad, unfit or unsuitable, or damage alleged to have been done to work,

(vi) any established custom or usage, either generally or in the particular district affected,

(vii) the interpretation of an agreement or a clause thereof;

"Employee."

Employee
or
employer
not to cease
to be such
for lockout,
strike, etc.

"Employer."

(e) "employee" means any person employed by an employer to do any skilled or unskilled manual or clerical work for hire or reward in any industry to which this Act applies; and a lockout or strike shall not, nor, where application for a Board is made within thirty days after the dismissal, shall any dismissal, cause any employee to cease to be an employee, or an employer to cease to be an employer, within the meaning and for the purposes of this Act;

(f) "employer" means any person, company or corporation employing ten or more persons and owning or operating any mining property, agency of transportation or communication or public service utility, including, except as hereinafter provided, railways, whether operated by steam, electricity or other motive power, steamships, telegraph and telephone lines, gas, electric light, water and power works, or any number of such persons, companies or corporations acting together, or who in the opinion of the Minister have interests in common;

- (g) "lockout," without limiting the nature of its meaning, means a closing of a place of employment, or a suspension of work, or a refusal by an employer to continue to employ any number of his employees in consequence of a dispute, done with a view to compelling his employees, or to aid another employer in compelling his employees, to accept terms of employment; "Lockout."
- (h) "Minister" means the Minister of Labour; "Minister."
- (i) "prescribed" means prescribed by this Act, or by any rules or regulations made hereunder; "Prescribed."
- (j) "Registrar" means the Registrar of Boards of Conciliation and Investigation under this Act; "Registrar."
- (k) "strike" or "to go on strike," without limiting the nature of its meaning, means the cessation of work by a body of employees acting in combination, or a concerted refusal or a refusal under a common understanding of any number of employees to continue to work for an employer, in consequence of a dispute, done as a means of compelling their employer, or to aid other employees in compelling their employer, to accept terms of employment; "Strike."
- (l) "trade union" or "union" means any organization of employees formed for the purpose of regulating relations between employers and employees. 1907, c. 20, s. 2; 1918, c. 27, s. 1; 1920, c. 29, s. 1. "Trade union."

APPLICATION OF ACT

3. This Act shall apply to the following disputes only:—

- (a) Any dispute in relation to employment upon or in connection with any work, undertaking or business which is within the legislative authority of the Parliament of Canada, including, but not so as to restrict the generality of the foregoing, Disputes to which Act shall apply.
- (i) works, undertakings or business operated or carried on for or in connection with navigation and shipping, whether inland or maritime, On works within authority of Parliament.
- (ii) lines of steam or other ships, railways, canals, telegraphs and other works and undertakings connecting any province with any other or others of the provinces, or extending beyond the limits of the province, Navigation and shipping.
- (iii) lines of steamships between a province and any British or foreign country, Steamship and railway lines, etc., connecting provinces.
- (iv) ferries between any province and any British or foreign country, or between two provinces, Lines of steamships.
- (v) works, undertakings or business belonging to, carried on or operated by aliens, including foreign corporations immigrating into Canada to carry on business, Ferries.
- (vi) such works as, although wholly situate within the province, have been or may be declared by the Parliament of Canada to be for the general advantage of Canada, or for the advantage of two or more of the provinces, Works carried on by aliens and foreign corporations.
- (vii) works, undertakings or business of any company or corporation incorporated by or under the authority of the Parliament of Canada; Works for general advantage of Canada.
- (b) Any dispute which is not within the exclusive legislative authority of any provincial legislature to regulate in the manner provided by this Act; Works under Dominion charter.
- (c) Any dispute which the Governor in Council may by reason of any real or apprehended national emergency declare to be subject to the provisions of this Act; Not within exclusive provincial jurisdiction. During national emergency.
- (d) Any dispute which is within the exclusive legislative jurisdiction of any province and which by the legislation of the province is made subject to the provisions of this Act; Made subject to this Act by provincial legislation.

Construction
of section.

2. The provisions of this section shall not be construed so as to extend the meaning of the word "employer" as hereinbefore defined. 1925, c. 14, s. 1.

Minister to
administer
Act.

ADMINISTRATION

4. The Minister shall have the general administration of this Act. 1907, c. 20, s. 3.

Registrar.

5. The Governor in Council shall appoint a Registrar of Boards of Conciliation and Investigation, who shall have the powers and perform the duties prescribed.

2. The office of Registrar may be held either separately or in conjunction with any other office in the public service, and in the latter case the Registrar may, if the Governor in Council thinks fit, be appointed, not by name, but by reference to such other office, whereupon the person who for the time being holds such office, or performs its duties, shall by virtue thereof be the Registrar. 1907, c. 20, s. 4.

BOARDS OF CONCILIATION AND INVESTIGATION

Constitution of Boards

Reference
of disputes
to Boards
of Con-
ciliation
and Inves-
tigation.

6. Wherever any dispute exists between an employer and any of his employees, and the parties thereto are unable to adjust it, either of the parties to the dispute may make application to the Minister for the establishment of a Board, to which the dispute may be referred under the provisions of this Act.

2. In the case of a dispute between a railway company and its employees, such dispute may be referred, for the purpose of conciliation and investigation, under the provisions concerning railway disputes in the Conciliation and Labour Act. 1907, c. 20, s. 5.

Minister to
establish
Boards on
application.

7. Whenever, under this Act, an application is made in due form for the establishment of a Board, the Minister shall, within fifteen days from the date at which the application is received, establish such Board under his hand and seal of office, if satisfied that the provisions of this Act apply.

Decision of
Minister
final and
lawful
appoint-
ment of
Board not
to be
questioned.

2. The decision of the Minister as to the granting or refusal of a Board shall be final, and when a Board is granted by the Minister, it shall be conclusively deemed to be authorized by and to be in accordance with the provisions of this Act, and no order shall be made or process or proceeding had or taken in any court to question the granting or refusal of a Board, or to review, prohibit, or restrain the establishment of such Board or the proceedings thereof. 1918, c. 27, s. 2.

Members
of Board.

8. Every Board shall consist of three members who shall be appointed by the Minister.

2. Of the three members of the Board one shall be appointed on the recommendation of the employer and one on the recommendation of the employees, and the third on the recommendation of the members so chosen. 1907, c. 20, s. 7.

Procedure
for
appoint-
ment of
members
of Board.

9. For the purposes of appointment of the members of the Board, the following provisions shall apply:—

- (a) Each party to the dispute may, at the time of making application or within five days after being requested so to do by the Minister, recommend the name of one person who is willing and ready to act as a member of the Board, and the Minister shall appoint such person a member of the Board;
- (b) If either of the parties fails or neglects to duly make any recommendation within the said period, or such extension thereof as the Minister, on cause shown, grants, the Minister shall, as soon thereafter as possible, appoint a fit person to be a member of the Board; and such member shall be deemed to be appointed on the recommendation of the said party;
- (c) The members chosen on the recommendation of the parties may, within five days after their appointment, recommend the name of one person who is willing and ready to act as a third member of the Board, and the Minister shall appoint such person a member of the Board;

(d) If the members chosen on the recommendation of the parties fail or neglect to duly make any recommendation within the said period, or such extension thereof as the Minister, on cause shown, grants, the Minister shall, as soon thereafter as possible, appoint a fit person to be a third member of the Board, and such member shall be deemed to be appointed on the recommendation of the two other members of the Board;

(e) The third member shall be the chairman of the Board. 1907, c. 20, s. 8.

10. As soon as possible after the Board has been fully established by the Minister, the Registrar shall notify the parties of the names of the members of the Board and the chairman thereof, and such notification shall be final and conclusive for all purposes. 1907, c. 20, s. 9.

Notification to be given parties of members of Board.

11. Every member of a Board shall hold office from the time of his appointment until the report of the Board is signed and transmitted to the Minister, and for the purposes of subsection two of section twenty-eight of this Act, from the time the Board is reconvened by the chairman until the report required under such section is transmitted to the Minister. 1907, c. 20, s. 10; 1918, c. 27, s. 3.

Term of office.

12. No person shall act as a member of a Board who has any direct pecuniary interest in the issue of a dispute referred to such Board. 1907, c. 20, s. 11.

Members not to have pecuniary interest.

13. Every vacancy in the membership of a Board shall be supplied in the same manner as in the case of the original appointment of every person appointed. 1907, c. 20, s. 12.

How vacancy to be filled.

14. Before entering upon the exercise of the functions of their office, the members of a Board, including the chairman, shall make oath or affirmation before a justice of the peace or other person authorized to administer an oath or affirmation that they will faithfully and impartially perform the duties of their office, and also that, except in the discharge of their duties, they will not disclose to any person any of the evidence or other matter brought before the Board. 1907, c. 20, s. 13; 1910, c. 29, s. 1.

Oath of office and secrecy.

15. The department may provide the Board with a secretary, stenographer, or such other clerical assistance as to the Minister appears necessary for the efficient carrying out of the provisions of this Act. 1907, c. 20, s. 14.

Clerical and other assistance.

Procedure for Reference of Disputes to Boards

16. For the purpose of determining the manner in which, and the persons by whom, an application for the establishment of a Board is to be made, the following provisions shall apply:—

Manner in which application to be made.

(a) The application shall be made in writing in the prescribed form, and shall be in substance a request to the Minister to establish a Board to which the existing dispute may be referred under the provisions of this Act;

(b) The application shall be accompanied by a statement setting forth,

(i) the parties to the dispute,

(ii) the nature and cause of the dispute, including any claims or demands made by either party upon the other, to which exception is taken,

(iii) an approximate estimate of the number of persons affected or likely to be affected by the dispute,

(iv) the efforts made by the parties themselves to adjust the dispute.

2. A statutory declaration shall accompany the application for the establishment of a Board, setting forth that, failing an adjustment of the dispute or a reference thereof by the Minister to a Board, to the best of the knowledge and belief of the declarant a lockout or strike will be declared, and, except where the application is made by an employer in consequence of an intended change in wages or hours proposed by the said employer, that the necessary authority to declare such lockout or strike has been obtained; or, where a dispute directly affects employees in more than one province and such employees are members of a trade union having a general committee authorized to carry

Statutory declaration to accompany application for establishment of Board.

Declaration
by officers
of trade
union.

on negotiations in disputes between employers and employees and so recognized by the employer, a statutory declaration by the chairman or president and by the secretary of such committee setting forth that, failing an adjustment of the dispute or a reference thereof by the Minister to a Board, to the best of the knowledge and belief of the declarants a strike will be declared, that the dispute has been the subject of negotiations between the committee of the employees and the employer, or that it has been impossible to secure conference or to enter into negotiations, that all efforts to obtain a satisfactory settlement have failed, and that there is no reasonable hope of securing a settlement by further effort or negotiations.

3. The application may mention the name of a person who is willing and ready and desires to act as a member of the Board representing the party or parties making the application. 1907, c. 20, s. 15; 1925, c. 14, s. 2.

Signatures
requisite
for
applications
to refer
disputes to
Boards and
for
statutory
declarations
accompany-
ing them.

17. The application and the declaration accompanying it shall be signed, if made

- (a) by an employer who is an individual, by the employer himself;
- (b) by an employer which is a partnership, firm or association, by a majority of the partners or members;
- (c) by an employer which is an incorporated company or corporation, by some one of its duly authorized managers or by one or more of the principal executive officers;
- (d) by employees who are members of a trade union, by two of its officers authorized in writing by a majority of the union members affected; but if such authorization is obtained by a vote taken in whole or in part at a meeting such meeting shall be called on not less than three days' notice and the vote shall be by ballot, and where a dispute directly affects employees in more than one province and such employees are members of a trade union having a general committee authorized to carry on negotiations in disputes between employers and employees, and so recognized by the employer, the application and the declaration may be signed by the chairman or president and by the secretary of the said committee;
- (e) by employees some or all of whom are not members of a trade union, by two of their number authorized in writing by a majority of such employees, and if such authorization is obtained in whole or in part by a vote at a meeting, such meeting shall be called on not less than three days' notice and the vote shall be by ballot.

2. If more than one employer, or more than one trade union, or the employees of more than one employer, is or are interested, then and in such case the application and declaration shall be signed in the manner aforesaid by or on behalf of each employer or trade union or the employees of each employer so interested, or by or on behalf of a majority of such employers, or trades unions, or of such employees. 1920, c. 29, s. 2.

18. Every application for the establishment of a Board shall be transmitted by post by registered letter addressed to the Registrar of Boards of Conciliation and Investigation, Department of Labour, Ottawa, and the date of the receipt of such registered letter at the department shall be regarded as the date of the receipt of such application. 1907, c. 20, s. 17.

19. In every case where an application is made for the establishment of a Board the party making application shall, at the time of transmitting it to the Registrar, also transmit by registered letter to the other party to the dispute, or by personal delivery, a copy of the application and of the accompanying statement and declaration. 1907, c. 20, s. 18.

20. Upon receipt by either party to a dispute of a copy of the application for the establishment of a Board such party shall, without delay, prepare a statement in reply to the application and transmit it by registered letter, or by personal delivery, to the Registrar and to the party making the application. 1907, c. 20, s. 19.

21. Copies of applications or statements in reply thereto, to be transmitted to the other party under any of the preceding sections, shall be sent where the other party is

Require-
ments when
there is
more than
one party
to
application.

Application
to be
transmitted
by
registered
letter.

Party
making
application
to transmit
copy to
other party
to dispute.

Statement
in reply to
be made and
sent to
Registrar
and to party
making
application.

To whom
communica-

- (a) an employer, an incorporated company or corporation, to the manager or other principal executive officer of the company or corporation; tions transmitting copies of applications and replies between parties are to be sent.
- (b) an employer other than an incorporated company or corporation, to the employer himself or to the employer in the name of the business or firm as commonly known;
- (c) composed of employees, members of a trade union, to the president and secretary of such union;
- (d) composed of employees, some or all of whom are not members of a trade union,
- (i) where some of the employees are members of a trade union, to the president and secretary of the union as representing the employees belonging to the union,
- (ii) where some of the employees are not members of a trade union and there are no persons authorized to represent such employees, to ten of their number,
- (iii) where, under paragraph (e) of subsection one of section seventeen, two persons have been authorized to make an application, to such two persons.

2. When the other party comprises more than one employer and those employers are members of an association authorized to carry on negotiations in disputes between employers and employees, copies of applications or statements in reply shall be transmitted to the secretary or principal executive officer of such association; when no such association exists, copies of the applications or statements in reply shall be transmitted to each employer individually, or by agreement one employer may be designated by the individual employers concerned to receive copies of applications or statements in reply. To whom copies of applications and replies are to be sent. Associations of employers.

3. When in any individual industry the other party comprises more than one trade union and the latter are grouped in a council or federation authorized to carry on negotiations between employers or employees, copies of applications or statements in reply shall be transmitted to the president or secretary of such council or federation; when no such council or federation exists, copies of applications or statements in reply shall be transmitted to the president or secretary of each individual union. 1907, c. 20, s. 20; 1920, c. 29, s. 3. Groups of trade unions.

Functions, Powers and Procedure of Boards

22. Any dispute may be referred to a Board by application in that behalf made in due form by any party thereto; but no dispute shall be the subject of reference to a Board under this Act in any case in which the employees affected by the dispute are fewer than ten. 1907, c. 20, s. 21. Jurisdiction. At least ten employees to be affected by dispute.

23. Upon the Board being fully established the Registrar shall forward to the chairman a copy of the application for establishment of such Board, and of its accompanying statement and declaration, and of the statement in reply, and the Board shall forthwith proceed to deal with the matters referred to in these documents. Method of referring disputes to Board.

24. Should it at any stage of the proceedings be made to appear to the Minister that it is necessary, in order to deal satisfactorily with the matters in dispute, that some other matter or matters involved in or incidental to those appearing in the application and statement in answer, if any, should also be referred to the Board, the Minister may under his hand and seal of office refer such matters to the Board accordingly. 1907, c. 20, s. 22; 1918, c. 27, s. 4. Additional matters may be referred to Board.

24. In every case where a dispute is duly referred to a Board it shall be the duty of the Board to endeavour to bring about a settlement of the dispute, and to this end the Board shall, in such manner as it thinks fit, expeditiously and carefully inquire into the dispute and all matters affecting the merits and right settlement thereof. Duties of Board.

2. In the course of such inquiry the Board may make all such suggestions and do all such things as it deems right and proper for inducing the parties to come to a fair and amicable settlement of the dispute, and may adjourn the proceedings for any period the Board thinks reasonable to allow the parties to agree upon terms of settlement. 1907, c. 20, s. 23.

Where settlement effected, memorandum of same with report to be forwarded to Minister.

Where settlement not effected Board to make report with recommendations.

Form in which recommendation shall be made.

Report and recommendation to be made to the Minister in writing. Additional matters upon which Minister may require opinion of Board.

Filing and distribution of report.

Publication of reports.

Powers of Board to summon witnesses, compel testimony and produce testimony and production of documents.

25. If a settlement of the dispute is arrived at by the parties during the course of its reference to the Board, a memorandum of the settlement shall be drawn up by the Board and signed by the parties, and shall, if the parties so agree, be binding as if made a recommendation by the Board under section sixty-three of this Act, and a copy thereof with a report upon the proceedings shall be forwarded to the Minister. 1907, c. 20, s. 24.

26. If a settlement of the dispute is not arrived at during the course of its reference to the Board, the Board shall make a full report thereon to the Minister, which report shall set forth the various proceedings and steps taken by the Board for the purpose of fully and carefully ascertaining all the facts and circumstances, and shall also set forth such facts and circumstances, and its findings therefrom, including the cause of the dispute and the Board's recommendation for the settlement of the dispute according to the merits and substantial justice of the case. 1907, c. 20, s. 25.

27. The Board's recommendation shall deal with each item of the dispute and shall state in plain terms, and avoiding as far as possible all technicalities, what in the Board's opinion ought or ought not to be done by the respective parties concerned.

2. Wherever it appears to the Board expedient so to do, its recommendation shall also state the period during which the proposed settlement should continue in force, and the date from which it should commence. 1907, c. 20, s. 26.

28. The Board's report and recommendation shall be made to the Minister in writing, and shall be signed by such of the members as concur therein, and shall be transmitted by the chairman by registered letter to the Registrar as soon as practicable after the reference of the dispute to the Board; and in the same manner a minority report may be made by any dissenting member of the Board.

2. Where any question arises as to the meaning or application of, or as to anything relating to or connected with,

(a) any recommendation made by the Board; or

(b) any settlement agreement drawn up by the Board under section twenty-five of this Act;

the Minister, where he deems it expedient, may, on the application of either party or of his own motion, request from the chairman of the Board an expression of the Board's opinion upon such question, and the chairman shall upon receipt of such request reconvene the Board, and the Board shall as soon as practicable report to the Minister its opinion upon such question. 1907, c. 20, s. 27; 1918, c. 27, s. 5.

29. Upon receipt of the Board's report the Minister shall forthwith cause the report to be filed in the office of the Registrar and a copy thereof to be sent free of charge to the parties to the dispute, and to the representative of any newspaper published in Canada who applies therefor, and the Minister may distribute copies of the report, and of any minority report, in such manner as to him seems most desirable as a means of securing a compliance with the Board's recommendation.

2. The Registrar shall, upon application, supply certified copies for a prescribed fee, to persons other than those mentioned in this section. 1907, c. 20, s. 28.

30. For the information of Parliament and the public, the report and recommendations of the Board, and any minority report, shall, without delay, be published in the *Labour Gazette*, either verbatim or in summary form as the Minister may determine. 1918, c. 27, s. 5.

31. For the purpose of its inquiry the Board shall have all the powers of summoning before it and enforcing the attendance of witnesses, of administering oaths, and of requiring witnesses to give evidence on oath or on solemn affirmation, if they are persons entitled to affirm in civil matters, and to produce such books, papers or other documents or things as the Board deems requisite to the full investigation of the matters into which it is inquiring, as is vested in any court of record in civil cases.

2. Any member of the Board may administer an oath, and the Board may accept, admit and call for such evidence as in equity and good conscience it thinks fit, whether strictly legal evidence or not. 1907, c. 20, s. 30.

32. The summons shall be in the prescribed form, and may require any person to produce before the Board any books, papers or other documents or things in his possession or under his control in any way relating to the proceedings. 1907, c. 20, s. 31.

Form of
summons.

33. All books, papers and other documents or things produced before the Board, whether voluntarily or in pursuance to summons, may be inspected by the Board and also by such parties as the Board allows; but the information obtained therefrom shall not, except in so far as the Board deems it expedient, be made public, and such parts of the books, papers or other documents as in the opinion of the Board do not relate to the matter at issue may be sealed up. 1907, c. 20, s. 32.

Documents
not to
be made
public.

34. Any party to the proceedings shall be competent and may be compelled to give evidence as a witness. 1907, c. 20, s. 33.

Parties
may be
compelled
to be
witnesses.

35. Every person who is summoned and duly attends as a witness shall be entitled to an allowance for expenses according to the scale for the time being in force with respect to witnesses in civil suits in the superior courts in the province where the inquiry is being conducted, with a minimum allowance of four dollars per day. 1907, c. 20, s. 34; 1920, c. 29, s. 4.

Allowance
to
witnesses.

36. Where a reference has been made to the Board of a dispute between a railway company and its employees, any witness summoned by the Board in connection with the dispute shall be entitled to free transportation over any railway *en route* when proceeding to the place of meeting of the Board and thereafter returning to his home, and the Board shall furnish to such witness a proper certificate evidencing his right to such free transportation. 1907, c. 20, s. 35.

Witnesses
in railway
disputes to
be entitled
to free
transporta-
tion.

37. If any person who has been duly served with such summons and to whom at the same time payment or tender has been made of his reasonable travelling expenses according to the aforesaid scale, fails to duly attend or to duly produce any book, paper or other document or thing as required by his summons, he shall be guilty of an offence and liable to a penalty not exceeding one hundred dollars, unless he shows that there was good and sufficient cause for such failure. 1907, c. 20, s. 36.

Penalty for
failing to
obey
summons.

38. If, in any proceedings before the Board, any person wilfully insults any member of the Board or wilfully interrupts the proceedings, or without good cause refuses to give evidence, or is guilty in any other manner of any wilful contempt in the face of the Board, any officer of the Board or any constable may take the person offending into custody and remove him from the precincts of the Board, to be detained in custody until the rising of the Board, and the person so offending shall be liable to a penalty not exceeding one hundred dollars. 1907, c. 20, s. 37.

Contempt
of the
Board.

39. The Board, or any member thereof, and, on being authorized in writing by the Board, any other person, may, without any other warrant than this Act, at any time, enter any building, mine, mine workings, ship, vessel, factory, workshop, place or premises of any kind, wherein, or in respect of which, any industry is carried on or any work is being or has been done or commenced, or any matter or thing is taking place or has taken place, which has been made the subject of a reference to the Board, and inspect and view any work, material, machinery, appliance or article therein, and interrogate any persons in or upon any such building, mine, mine workings, ship, vessel, factory, workshop, place or premises as aforesaid, in respect of or in relation to any matter or thing hereinbefore mentioned, and any person who hinders or obstructs the Board or any such person authorized as aforesaid, in the exercise of any power conferred by this section, shall be guilty of an offence and be liable to a penalty not exceeding one hundred dollars. 1907, c. 20, s. 38.

View by
direction of
Board.

Power to
interrogate,
examina-
tion of
factories,
etc.
Inspection
of work.

Penalty.

How parties
may be
represented
before
Board.

40. Any party to a reference may be represented before the Board by three or less than three persons designated for the purpose, or by counsel or solicitor where allowed as hereinafter provided. 1907, c. 20, s. 39.

Parties to be
bound by
acts of
representa-
tives.

41. Every party appearing by a representative shall be bound by the acts of such representative. 1907, c. 20, s. 40.

Counsel or solicitors excluded except by consent of parties and of Board. Members of Board to be British subjects. Presence of parties.

42. No counsel or solicitor shall be entitled to appear or be heard before the Board, except with the consent of the parties to the dispute, and notwithstanding such consent the Board may decline to allow counsel or solicitors to appear. 1907, c. 20, s. 41.

43. Persons other than British subjects shall not be allowed to act as members of a Board. 1907, c. 20, s. 42.

44. If, without good cause shown, any party to proceedings before the Board fails to attend or to be represented, the Board may proceed as if he had duly attended or had been represented. 1907, c. 20, s. 43.

Time and place of sittings of Board.

45. The sittings of the Board shall be held at such time and place as are from time to time fixed by the chairman, after consultation with the other members of the Board, and the parties shall be notified by the chairman as to the time and place at which sittings are to be held: Provided that, so far as practicable, the Board shall sit in the locality within which the subject matter of the proceeding before it arose. 1907, c. 20, s. 44.

Proceedings to be public unless otherwise determined by Board.

46. The proceedings of the Board shall be conducted in public: Provided that at any such proceedings before it, the Board, on its own motion, or on the application of any of the parties, may direct that the proceedings shall be conducted in private and that all persons other than the parties, their representatives, the officers of the Board and the witnesses under examination shall withdraw. 1907, c. 20, s. 45.

Majority of Board.

47. The decision of a majority of the members present at a sitting of the Board shall be the decision of the Board, and the findings and recommendations of the majority of its members shall be those of the Board. 1907, c. 20, s. 46.

Quorum.

48. The presence of the chairman and at least one other member of the Board shall be necessary to constitute a sitting of the Board. 1907, c. 20, s. 47.

All members of Board to be present.

49. In case of the absence of any one member from a meeting of the Board the other two members shall not proceed, unless it is shown that the third member has been notified of the meeting in ample time to admit of his attendance.

Death of member.

2. If any member of a Board dies, or becomes incapacitated, or refuses or neglects to act, his successor shall be appointed in the manner provided with respect to the original member of the Board. 1907, c. 20, s. 48.

Trivial matters.

50. The Board may at any time dismiss any matter referred to it which it thinks frivolous or trivial. 1907, c. 20, s. 49.

Employment of experts.

51. The Board may, with the consent of the Minister, employ competent experts or assessors to examine the books or official reports of either party, and to advise it upon any technical or other matter material to the investigation, but shall not disclose such reports or the results of such inspection or examination under this section without the consent of both the parties to the dispute. 1907, c. 20, s. 50.

REMUNERATION AND EXPENSES OF BOARD

Remuneration of members of Board.

52. The members of a Board shall be remunerated for their services as follows:—

- (a) To members other than the chairman, an allowance of five dollars a day for a time not exceeding three days during which the members may be actually engaged in selecting a third member of the Board;
- (b) To each member of the Board, including the chairman, an allowance at the rate of twenty dollars for each day's sitting of the Board and for each day necessarily engaged in travelling from or to his place of residence to attend or after attending a meeting of the Board. 1910, c. 29, s. 4.

53. No member of the Board shall accept in addition to his salary as a member of the Board any perquisite or gratuity of any kind, from any corporation, association, partnership or individual in any way interested in any matter or thing before or about to be brought before the Board in accordance with the provisions of this Act.

Acceptance of gratuities and perquisites by members an offence.

2. The accepting of such perquisite or gratuity by any member of the Board shall be an offence and shall render such member liable to a fine not exceeding one thousand dollars. 1907, c. 20, s. 52.

Penalty.

54. Each member of the Board will be entitled to his actual necessary travelling expenses for each day that he is engaged in travelling from or to his place of residence for the purpose of attending or after having attended a meeting of the Board. 1907, c. 20, s. 53.

Actual necessary travelling expenses of members allowed.

55. All expenses of the Board, including expenses for transportation incurred by the members thereof or by persons under its order in making investigations under this Act, salaries of employees and agents, and fees and mileage to witnesses, shall be allowed and paid upon the presentation of itemized vouchers therefor, approved by the chairman of the Board, which vouchers shall be forwarded by the chairman to the Minister.

Payment of expenses of Board.

2. The chairman shall also forward to the Minister a certified and detailed statement of the sittings of the Board, and of the members present at such sittings. 1907, c. 20, s. 54.

DUTIES OF THE REGISTRAR

56. It shall be the duty of the Registrar

To receive and deal with applications.

(a) to receive and register, and, subject to the provisions of this Act, to deal with all applications by employers or employees for a reference of any dispute to a Board, and to at once bring to the Minister's attention every such application;

(b) to conduct such correspondence with the parties and members of Boards as may be necessary to establish any Board as speedily as possible in accordance with the provisions of this Act;

Assist in establishing Boards.

(c) to receive and file all reports and recommendations of Boards, and conduct such correspondence and do such things as may assist in rendering effective the recommendations of the Boards, in accordance with the provisions of this Act;

Assist in giving effect to recommendations of Boards.

(d) to keep a register in which shall be entered the particulars of all applications, references, reports and recommendations relating to the establishment of a Board, and its proceedings; and to safely keep all applications, statements, reports, recommendations and other documents relating to proceedings before the Board, and, when so required, transmit all or any of such to the Minister;

Register particulars of proceedings before Boards and safeguard all documents relating to proceedings.

(e) to supply to any parties, on request, information as to this Act, or any regulations or proceedings hereunder, and also to furnish parties to a dispute and members of the Board with necessary blank forms, forms of summons or other papers or documents required in connection with the effective carrying out of the provisions of this Act;

Supply information and necessary forms relating to proceedings before Boards. Generally.

(f) generally, to do all such things and take all such proceedings as may be required in the performance of his duties prescribed under this Act or any regulations hereunder. 1907, c. 20, s. 55.

STRIKES AND LOCKOUTS PRIOR TO AND PENDING A REFERENCE TO A BOARD ILLEGAL

57. It shall be unlawful for any employer to declare or cause a lockout, or for any employee to go on strike, on account of any dispute prior to or during a reference of such dispute to a Board under the provisions of this Act, or prior to or during a reference under the provisions concerning railway disputes in the Conciliation and Labour Act;

Prohibition of strikes or lockouts prior to or pending reference to Board.

2. Nothing in this Act shall prohibit the suspension or discontinuance of any industry or of the working of any persons therein for any cause not constituting a lockout or strike.

Exception.

Exception.

3. Except where the parties have entered into an agreement under section sixty-three of this Act, nothing in this Act shall be held to restrain any employer from declaring a lockout, or any employee from going on strike, in respect of any dispute which has been duly referred to a Board and which has been dealt with under section twenty-five or twenty-six of this Act, or in respect of any dispute which has been the subject of a reference under the provisions concerning railway disputes in the Conciliation and Labour Act. 1907, c. 20, s. 56.

Relation of parties to remain unchanged pending proceedings before a Board.

58. Employers and employees shall give at least thirty days' notice of an intended or desired change affecting conditions of employment with respect to wages or hours; and in the event of such intended or desired change resulting in a dispute, it shall be unlawful for the employer to make effective a proposed change in wages or hours or for the employees to go on strike, until the dispute has been finally dealt with by a Board, and a copy of its report has been delivered through the Registrar to both the parties affected.

2. The application for the appointment of a Board shall be made by the employers or employees proposing the change in wages or in hours; neither of those parties shall alter the conditions of employment with respect to wages or hours, or on account of the dispute do or be concerned in doing directly or indirectly, anything in the nature of a lockout or strike, or a suspension or discontinuance of employment or work, but the relationship of employer and employee shall continue uninterrupted by the dispute, or anything arising out of the dispute.

Penalty.

3. If, in the opinion of the Board, either party uses this or any other provision of this Act for the purpose of unjustly maintaining a given condition of affairs through delay, and the Board so reports to the Minister, such party shall be guilty of an offence, and liable to the same penalties as are imposed for a violation of the last preceding section. 1925, c. 14, s. 3.

Penalty for causing lockout or change in wages or hours.

59. Any employer declaring or causing a lockout or making effective a change in wages or hours contrary to the provisions of this Act shall be liable to a fine of not less than one hundred dollars, nor more than one thousand dollars, for each day or part of a day that such lockout or change exists. 1925, c. 14, s. 4.

Penalty for going on strike.

60. Any employee who goes on strike contrary to the provisions of this Act shall be liable to a fine of not less than ten dollars, nor more than fifty dollars, for each day or part of a day that such employee is on strike. 1907, c. 20, s. 59.

Penalty for inciting to lockout or strike.

61. Any person who incites, encourages or aids in any manner any employer to declare or continue a lockout, or any employee to go or continue on strike, contrary to the provisions of this Act, shall be guilty of an offence and liable to a fine of not less than fifty dollars, nor more than one thousand dollars. 1907, c. 20, s. 60.

Procedure for enforcing penalties.

62. The procedure for enforcing penalties imposed or authorized to be imposed by this Act shall be that prescribed by the provisions of the Criminal Code relating to summary convictions. 1907, c. 20, s. 61.

SPECIAL PROVISIONS

Recommendation of a Board binding in certain cases.

63. Either party to a dispute which may be referred under this Act to a Board may agree in writing, at any time before or after the Board has made its report and recommendation, to be bound by the recommendation of the Board in the same manner as parties are bound upon an award made pursuant to a reference to arbitration on the order of a court of record.

Made rule of court.

2. Every agreement so to be bound made by one party shall be forwarded to the Registrar who shall communicate it to the other party, and if the other party agrees in like manner to be bound by the recommendation of the Board, then the recommendation shall be made a rule of the said court on the application of either party and shall be enforceable in like manner. 1907, c. 20, s. 62.

Application of provisions of this Act to any

64. In the event of a dispute arising in any industry or trade other than such as may be included under the provisions of this Act, and such dispute threatens to result in a lockout or strike, or has actually resulted in a lockout or strike, either of the parties may agree in writing to allow such dispute to be referred to a Board to be established under the provisions of this Act.

2. Every agreement to allow such reference shall be forwarded to the Registrar, who shall communicate it to the other party, and if such other party agrees in like manner to allow the dispute to be referred to a Board, the dispute may be so referred as if the industry or trade and the parties were included within the provisions of this Act. dispute on joint application of parties.

3. From the time that the parties have been notified in writing by the Registrar that, in consequence of their mutual agreement to refer the dispute to a Board under the provisions of this Act, the Minister has decided to refer such dispute, the lockout or strike, if in existence, shall forthwith cease, and the provisions of this Act shall bind the parties. 1907, c. 20, s. 63.

65. Where in any industry any strike or lockout has occurred, or seems to the Minister to be imminent, and in the public interest or for any other reason it seems to the Minister expedient, the Minister, on the application of any municipality interested, or of the mayor, reeve, or other head officer or acting head officer thereof, or of his own motion, may, without application of either of the parties to the dispute, strike, or lockout, whether it involves one or more employers or employees in the employ of one or more employers, establish a Board under this Act in respect of any dispute, or strike or lockout, or may in any such case, if it seems to him expedient, either with or without an application from any interested party, recommend to the Governor in Council the appointment of some person or persons as commissioner or commissioners under the provisions of the Inquiries Act to inquire into the dispute, strike or lockout, or into any matters or circumstances connected therewith. 1918, c. 27, s. 6; 1920, c. 29, s. 6. Minister may in certain cases with or without application order a Board or recommend an inquiry. Inquiries Act.

66. The Minister, where he deems it expedient, may, either upon or without any application in that behalf, make or cause to be made any inquiries he thinks fit regarding industrial matters, and may cause such steps to be taken by his Department and the officers thereof as seem calculated to secure industrial peace and to promote conditions favourable to settlement of disputes. 1918, c. 27, s. 6. Minister may order inquiries into industrial matters.

MISCELLANEOUS

67. No court of the Dominion of Canada, or of any province or territory thereof, shall have power or jurisdiction to recognize or enforce, or to receive in evidence, any report of a Board, or any testimony or proceedings before a Board, as against any person or for any purpose, except in the case of the prosecution of such person for perjury. 1907, c. 20, s. 64. Courts not to recognize reports of or testimony before a Board, except in prosecutions for perjury.

68. No proceeding under this Act shall be deemed invalid by reason of any defect of form or any technical irregularity. 1907, c. 20, s. 65. Technicality not to invalidate proceedings.

69. The Minister shall determine the allowance or amounts to be paid to all persons, other than the members of a Board, employed by the Government or any Board, including the Registrar, secretaries, clerks, experts, stenographers or other persons performing any services under the provisions of this Act. 1907, c. 20, s. 66. Payment of services under Act.

70. In case of prosecutions under this Act, whether a conviction is or is not obtained, it shall be the duty of the clerk of the court before which any such prosecution takes place to briefly report the particulars of such prosecution to the Registrar within thirty days after it has been determined, and such clerk shall be entitled to a prescribed fee in payment of his services. 1907, c. 20, s. 67. Prosecutions under Act to be reported to Registrar.

71. The Governor in Council may make regulations as to the time within which anything hereby authorized shall be done, and also as to any other matter or thing which appears to him necessary or advisable to the effectual working of the several provisions of this Act. Governor in Council may make, alter and amend regulations.

2. All such regulations shall go into force on the day of the publication thereof in the *Canada Gazette*, and they shall be laid before Parliament within fifteen days after such publication, or, if Parliament is not then in session, within fifteen days after the opening of the next session thereof. 1907, c. 20, s. 68.

72. All charges and expenses incurred by the Government in connection with the administration of this Act shall be defrayed out of such appropriations as are made by Parliament for that purpose. 1907, c. 20, s. 69. Expenses.

73. An annual report with respect to the matters transacted by him under this Act shall be made by the Minister to the Governor General, and shall be laid before Parliament within the first fifteen days of each session thereof. 1907, c. 20, s. 70. Report to Parliament.

II. CONCILIATION WORK

Throughout the years of its existence the services of the Department of Labour have been utilized in the adjustment of labour disputes affecting various classes of industry. Under the authority of the Conciliation Act, the present Prime Minister, the Right Hon. W. L. Mackenzie King, during his connection with the Department of Labour, established an international reputation as a successful mediator, and the good work of assisting on request in the avoidance and settlement of labour troubles has gone on ever since. During the fiscal year under review the services of the department were made use of in connection with the adjustment of a number of labour disputes. In certain cases in which application had been made for the establishment of Boards of Conciliation and Investigation under the Industrial Disputes Investigation Act, it was found that the Act did not apply, but the department lent the assistance of its officers in promoting an amicable settlement; in other cases it was not found necessary to proceed with the establishment of a board since the difficulties were adjusted through the assistance of a conciliator from the department. In many of the disputes where a settlement was secured by conciliation and no strike took place, it was considered desirable to give the matter as little publicity as possible. For this reason often the department's most successful efforts in conciliation work become known only to the chief representatives of the disputants.

The Minister of Labour evinced a personal interest in the settlement of all industrial controversies which came to the attention of the department, and himself mediated in a number of individual disputes, his efforts in promoting good relations between employers and employees meeting with signal success both in Eastern and Western Canada. Through his instrumentality a number of threatened interruptions of work were avoided, among them being the following: a dispute involving 7,000 locomotive engineers employed by the Canadian National Railways, Canadian Pacific Railway and Temiskaming and Northern Ontario Railways; a threatened cessation of work in the Minto coal fields, New Brunswick; and a dispute affecting 800 motormen, conductors and busmen employed by the Winnipeg Electric Company. In several other instances in which work had already been interrupted by labour disputes, the Minister intervened with a view to securing a resumption of direct negotiations, and in this way secured a settlement of a strike of carpenters in Toronto which had involved also a sympathetic strike in the other building trades there. He also visited Oshawa in connection with a strike of the employees of the General Motors of Canada, Limited, and in company with one of the departmental officers secured a resumption of operations and the reference of the matters in question to a board under the Industrial Disputes Investigation Act. Through the Minister's efforts also, a fair wage clause for the protection of labour, in the terms following, was included in an agreement between the Dominion Government and the Manitoba Paper Company, extending the areas in northern Manitoba within which the latter might cut pulpwood for use in its pulp and paper mills at Pine Falls, Manitoba:—

That the company shall pay to those employed in the industry wages rates not less than those which are generally accepted as current in each trade or occupation in similar industries, and shall maintain conditions of labour not less favourable than those prevailing in similar industries in the district.

The Minister of Labour was also instrumental in having the wages of marine engineers equalized in all Government departments with the wages rates already in effect on the Pacific coast.

Mr. M. S. Campbell, of Dryden, Ont., was appointed on November 1, 1927, as Chief Conciliation Officer of the Department of Labour, with headquarters at Ottawa, to be in general charge of conciliation work. Mr. Campbell entered upon his duties at once and has since assisted in the adjustment of industrial disputes in different parts of the country. One of the disputes in which his good offices were employed had involved an interruption of work of printers in the daily newspapers of London, Ont. A settlement was happily made of the matters at issue through the assistance of the Chief Conciliation Officer. Very shortly afterwards, the assistance of the department was sought in connection with a threatened stoppage of work in one of the coal fields of Eastern Canada. The Chief Conciliation Officer proceeded at once to the locality and an adjustment was effected. An interruption of work occurred also during the year in the plant of the General Motors of Canada, Limited, at Oshawa, Ont., involving approximately 6,000 employees. Mr. Campbell was dispatched at once to the scene of this dispute and through his efforts, and those of the Minister of Labour, who personally visited Oshawa, as above mentioned, the employees returned to work and the matters in question were referred for adjustment to a Board of Investigation and Conciliation established under the Industrial Disputes Investigation Act. Another dispute with which the Chief Conciliation Officer had to do involved the shop employees of the Quebec Power Company in the city of Quebec. Application was made on behalf of all these employees for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act, to deal with proposals which had been made by the employees for an agreement covering general working conditions, wages rates and hours. Through the efforts of the Chief Conciliation Officer direct negotiations were opened up between the employees and the company officials which resulted in a satisfactory settlement.

In still other instances the good offices of the Department of Labour in the settlement of labour disputes were exerted through the Fair Wages Officers, who are stationed at different industrial centres. The officers in question are: Mr. F. E. Harrison, resident in Vancouver, who is the departmental representative for the four western provinces; Mr. E. N. Compton, resident in Toronto, whose territory comprises the province of Ontario; and Mr. Theo. Bertrand, resident in Montreal, whose territory is the province of Quebec. Mr. E. McG. Quirk, though not actually an officer of the department, acted on various occasions as a special representative in connection with conciliation work in Quebec and the Maritime Provinces.

As has been the custom in previous years, visits were made by Mr. Harrison at intervals to the different important centres of the three western provinces with the object of keeping in contact with industrial conditions in that extended area and of obtaining information concerning wage rates, as well as of adjusting labour disputes. During the fiscal year twelve strikes occurred in the area concerned, of which Mr. Harrison was instrumental in bringing ten to a satisfactory conclusion. Assistance was rendered by him also in twenty-two other industrial disputes, including the following:—

During May, 1927, the sheet metal workers employed in various shops at Edmonton ceased work, demanding an increase in wages. Mr. Harrison visited Edmonton in connection with this matter and the dispute was finally adjusted after three weeks' cessation of work. During the same month Mr. Harrison visited Saskatoon in connection with a strike in a manufacturing plant which affected various mechanics. The plumbers employed in the different shops in Vancouver ceased work during the same period, and after eight weeks' idleness resumed work with an advance in wages. The resident Fair Wages Officer in Vancouver lent his assistance in securing a settlement of this matter. During November and December the wage agreements affecting the coal-mining industry

of Vancouver island expired. Efforts were made by Mr. Harrison to bring about an amicable settlement but without avail, and as a consequence two boards of conciliation were established to consider the matters under dispute.

Mr. E. N. Compton, Dominion Government Fair Wages Officer in Toronto, exerted his good offices as mediator in connection with nineteen disputes where strikes had occurred or were threatened in his territory during the fiscal year under review, and was successful in most cases. The disputes in question affected the following trades in Toronto: painters, plumbers, stage hands and musicians, electrical workers, carpenters, terrazzo workers, elevator workers, steam hoist engineers, longshoremen, boot and shoe workers, embroidery workers, garment workers and cap makers. Mr. Compton also had occasion to make frequent visits to the Welland canal district in connection with labour questions which arose on the contracts for the Welland Ship canal construction, and which are dealt with in the chapter on Fair Wages.

Mr. Theo. Bertrand's work during the year as resident Fair Wages Officer in Montreal had mainly to do with the preparation of fair wages schedules and the handling of disputes as to wages rates paid on certain Government contracts in the province of Quebec. Assistance was also rendered by him on request in the preparation of a number of industrial agreements.

As in previous years, Mr. E. McG. Quirk, of Montreal, acted as a special representative of the Department of Labour and assisted on request in the adjustment of various disputes in Montreal, Quebec and the Maritime Provinces, as well as visiting points in Ontario and Manitoba. A considerable measure of success was obtained through Mr. Quirk's services in this connection.

III. FAIR WAGES

The Fair Wages Policy of the Government of Canada has been administered by the Department of Labour since its inception in 1900. This policy is based on a resolution of the House of Commons which was adopted at the session of 1900 and is expressed at present in an Order in Council of June 7, 1922, with certain amendments which were made by Order in Council of April 9, 1924. A resolution on the subject of fair wages was adopted by the House of Commons in the session of 1900 in the terms following:—

"That it is resolved that all Government contracts should contain such conditions as will prevent abuses which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy and deems it the duty of the Government to take immediate steps to give effect thereto.

"It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds."

Additional force was given to the Fair Wages Policy in 1903 by the inclusion in the Railway Act of a section requiring the payment of current rates of wages to all workmen engaged in the construction of lines of railway towards which financial aid was granted by the Parliament of Canada. The section of the Railway Act in question, which is number 244 of chapter 170 of the Revised Statutes of Canada, 1927, reads as follows:—

"(1) In every case in which the Parliament of Canada votes financial aid by way of subsidy or guarantee towards the cost of railway construction, all mechanics, labourers or other persons who perform labour in such construction shall be paid such wages as are generally accepted as current for competent workmen in the district in which the work is being performed; and if there is no current rate in such district, then a fair and reasonable rate.

"(2) In the event of a dispute arising as to what is the current or a fair and reasonable rate, it shall be determined by the minister, whose decision shall be final."

Contractors were required by Order in Council in 1907 to post fair wages schedules in a conspicuous place on any public works under construction and to keep a record of payments made to the workmen in their employ, such records to be open for inspection by Fair Wages Officers of the Government.

In order that the Fair Wages Conditions inserted in departmental contracts might be made as nearly uniform in terms and administration as possible, the Fair Wages Policy of the Government was confirmed by Order in Council on June 7, 1922 (see Annual Report, 1922, pages 42-46).

This Order in Council contains two sets of labour conditions marked "A" and "B" respectively. The former is applicable to "all contracts made on behalf of the Government of Canada for the construction or remodelling of public buildings of all kinds, railways, canals, roads, bridges, locks, dry-docks, elevators, harbours, piers, wharves, lighthouses, and other works for the improvement and safety of transportation and navigation, rifle ranges, fortifications and other works of defence, dams, hydraulic works, slides, piers, booms, and other works for facilitating the transmission of timber, and all other works and properties constructed or remodelled for the Government of Canada"; the like conditions are as far as practicable observable also by the departments of government in connection with all agreement involving the grant of Dominion public funds in the form of subsidy, advance, loan or guarantee for any of the purposes mentioned. The condition marked "B" are observable by the departments concerned in connection with "all contracts for the manufacture and

supply to the Government of Canada of fittings for public buildings, harness, saddlery, clothing and other outfit for the military and naval forces, Royal Canadian Mounted Police, letter carriers, and other Government officers and employees, mail bags, letter boxes, and other postal stores, and any other articles and things hereafter designated by the Governor in Council."

As a result of experience gained in the administration of the Fair Wages Policy, as set forth in the Order in Council of June 7, 1922, certain amendments were made to the "A" conditions by Order in Council of April 9, 1924, on recommendation of the Minister of Labour, which, without altering the scope and intent of the policy, are intended to make its purpose clearer and more definite.

In the case of all contracts to which the "A" conditions apply, the department of the Government concerned is required to communicate to the Department of Labour the nature of the proposed contract and the classes of labour likely to be required in its execution. The Labour Department is charged with the preparation of schedules setting forth the rates of wages and hours of labour generally accepted as current, for competent workmen of the various classes required, in the district in which the work is to be performed. This Fair Wage Schedule is thereupon embodied in the contract. In any cases where the Department of Labour is unable to furnish Fair Wages Schedules for the purpose aforesaid, authority is given for the insertion in the contract of a Fair Wage Clause in the terms following:—

All mechanics, labourers, or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed for the character or class of work in which they are respectively engaged, and if there be no current rates in such district, then fair and reasonable rates, and shall work such hours as are customary in the trade in the district where the work is carried on, or if there be no custom of the trade as respects hours in the district, then fair and reasonable hours, unless for the protection of life and property, or for other cause shown to the satisfaction of the Minister of Labour, longer hours of service are required. The Minister of Labour may at any time and from time to time determine, for the purposes of this contract, what are the current or fair and reasonable rates of wages, and the current or fair and reasonable hours, and may from time to time rescind, revoke, amend or vary any such decision, provided that his determination and any amendment or variation shall not be operative prior to the period of three months immediately preceding the date thereof. Where there are special circumstances which in the judgment of the Minister of Labour make it expedient that he should do so, he may, in the manner and subject to the provisions hereinabove set forth, decide what are the current or fair and reasonable rates of wages for overtime, and what is the proper classification of any work for the purposes of wages and hours. Immediately upon receipt of notice of any decision of the Minister of Labour hereunder the contractor shall adjust the wages and hours and classification of work so as to give effect to such decision. In case the contractor shall fail so to do, or to pay to any employee or employees for any services performed, or for any hours of labour, wages according to the rates fixed thereby by the Minister of Labour, the Minister of Labour may authorize and direct the minister* to pay any such wages at the rates so fixed and to deduct the amount thereof from any moneys owing by the Government to the contractor and any such payment shall for all purposes as between the contractor and the Government be deemed and taken to be payment to the contractor, and the contractor shall be bound in every particular by any such authority, direction and payment as aforesaid. The powers of the Minister of Labour hereunder shall not be exercised as to any employee or employees where it is established to his satisfaction that an agreement in writing exists and is in effect between the contractor and the class of employees to which such employee or employees belong or the authorized representatives of such class of employees fixing rates of wages, overtime conditions and hours of labour.

Since the inception of the Fair Wages Policy in 1900, Fair Wages Officers have been employed by the Department of Labour to prepare Fair Wages

* The term "minister" in this case refers to the minister of the department with which the contract is made.

Schedules as required and to assist in the adjustment of complaints and disputes arising from time to time as to the proper rates observable under the terms of Government contracts.

A table is appended hereto containing a list of complaints which were dealt with by Fair Wages Officers during the fiscal year.

During the year 1927-28 the Department of Labour prepared fair wages conditions in connection with the execution of one hundred and forty-five contracts. These were divided among the different departments of the Government as follows: Indian Affairs, 5; Marine and Fisheries, 14; National Defence, 11; Interior, 1; Public Works, 104; and Railways and Canals, 10.

WORKS FOR WHICH FAIR WAGES CONDITIONS PREPARED

The following tables give particulars regarding fair wages conditions prepared in the Department of Labour during the fiscal year 1927-28:—

PARTICULARS OF CONTRACTS FOR WHICH FAIR WAGES CONDITIONS WERE PREPARED DURING THE FISCAL YEAR 1927-28

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
DEPARTMENT OF INDIAN AFFAIRS				
Erection of residential school.....	Keseekoosie Indian Reserve, Sask.	April 6, 1927.....	\$51,953.00.....	XXVIII
Erection of school.....	Caughnawaga Indian Reserve, P.Q.	April 4, 1927.....	\$44,847.00.....	XXVII
Erection of residential school.....	Shubenacadie, N.S.	Jan. 12, 1928.....	Contract not yet awarded.	1113
Construction of bridge.....	Maniwaki Indian Reserve, P.Q.	Feb. 7, 1928.....	Contract not yet awarded.	
Construction of wing to residential school.....	Kamloops, B.C.	Mar. 23, 1928.....	Contract not yet awarded.	
DEPARTMENT OF MARINE AND FISHERIES				
Construction of wooden dwelling and lighthouse.....	Green Island, Richmond Co., N.S.	April 6, 1927.....	.....	.....
Construction of wooden dwelling and lighthouse.....	Country Harbour, Guysboro Co., N.S.	April 8, 1927.....	\$ 5,850.00.....	.....
Construction of hatchery.....	Florenceville, N.B.	June 2, 1927.....	\$ 8,865.00.....	.....
Construction of wooden dwelling and lighthouse combined and boathouse and slip.....	Medway Head, N.S.	July 4, 1927.....	\$ 5,450.00.....	.....
Construction of reinforced concrete lighthouse and fog alarm combined.....	Port Colbourne, Ont.	July 11, 1927.....	.....	.....
Construction of a whitetish hatchery.....	Widewater, Alta.	Aug. 3, 1927.....	\$24,881.00.....	.....
Construction of a fish hatchery.....	Waterton Lakes Park, Alta.	Aug. 25, 1927.....	\$11,566.00.....	.....
Construction of a wooden dwelling.....	Yellow Island, B.C.	Aug. 19, 1927.....	.....	.....
Construction of a fishway.....	Magaguadavic River, N.B.	Aug. 24, 1927.....	Contract not awarded.....	.....
Construction of wooden fog alarm building and oil house.....	Lucy Island, Chatham Sound, B.C.	Feb. 7, 1928.....	Contract not yet awarded.....	.....
Construction of combined dwelling and lighthouse.....	Pearl Island, Lunenburg Co., N.S.	Feb. 15, 1928.....	Tenders not yet called.....	.....
Construction of a grain elevator.....	New Westminster, B.C.	Feb. 9, 1928.....	\$460,279.00.....	.....
Erection of two steel towers as international boundary marks between Washington and British Columbia.....	Point Roberts, B.C.	Mar. 17, 1928.....	Contract not yet awarded.....	.....
Construction of a marine laboratory.....	Eastern Passage, Halifax Co., N.S.	Mar. 27, 1928.....	Contract not yet awarded.....	.....
DEPARTMENT OF NATIONAL DEFENCE				
Construction of magazine building.....	Bedford Basin, N.S.	May 17, 1927.....	\$107,900.00.....	XXVIII
Construction of a rifle range.....	Saskatoon, Sask.	June 16, 1927.....	Work not undertaken.....	.....
Construction of a rifle range.....	Woodstock, N.B.	June 17, 1927.....	Work not undertaken.....	.....

Construction of competitors' building at Connaught Rifle Range.....	June 18, 1927.....	\$28,030.....	XXVIII	82
Construction of extensions to rifle range.....	July 19, 1927.....	\$7,980.....	XXVIII	82
Construction of mechanical laboratory at Royal Military College.....	Sept. 3, 1927.....	\$19,910.....	XXVIII	82
Removal of old stop butts at rifle range.....	Jan. 24, 1928.....	\$9,557.95.....	XXVIII	
Construction of 60-ton wooden lighter delivered at H.M.C. Dockyard.....	Jan. 25, 1928.....	\$10,900.....	XXVIII	
Minor contracts.....	Feb. 1, 1928.....			
Repairs and alterations to existing buildings, erection of new buildings and other work at Aerodrome.....	Mar. 22, 1928.....	Contract not yet awarded.		
Access road from Montreal road to new aerodrome.....	Mar. 6, 1928.....	Contract not yet awarded.		

DEPARTMENT OF THE INTERIOR

Construction of certain highways.....	Mar. 27, 1928.....	Contract not yet awarded.		
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DEPARTMENT OF PUBLIC WORKS

Construction of a public building.....	April 2, 1927.....	\$17,041.00.....	XXVII	1112
Alterations and repairs to public building.....	April 2, 1927.....	\$ 5,300.00.....	XXVII	1243
Construction of a public building.....	April 2, 1927.....	\$16,990.00.....	XXVII	1112
Alteration to a public building.....	April 4, 1927.....	\$4,200.00.....		
Construction of a public building.....	April 4, 1927.....	Contract not awarded.....		
Construction of a public building.....	April 4, 1927.....	Contract not awarded.....		
Asphalt paving on Plaza.....	April 13, 1927.....	\$24,203.30.....	XXVII	797
Extension of slip in front of new plant of Thunder Bay Paper Co., Ltd.....	April 5, 1927.....	\$184,900 (approx.).....	XXVII	1009
Construction of a wharf.....	April 5, 1927.....	Contract not awarded.....		
Reconstruction of wharf and approach.....	April 5, 1927.....	\$4,490 (approx.).....	XXVII	897
Extension to wharf.....	April 8, 1927.....	\$6,748.80.....	XXVII	796
Work at Rideau Hall.....	April 11, 1927.....	\$2,156.00.....		
Construction of flax bldg. at Experimental Farm.....	May 5, 1927.....	\$9,750.....	XXVII	796
Construction of a wharf.....	April 19, 1927.....	\$10,437.30.....	XXVII	1242
Reconstruction of revetment wall.....	April 22, 1927.....	Contract not awarded.....		
Construction of extension to breakwater.....	April 23, 1927.....	\$27,140 (approx.).....	XXVII	1009
Repairs to west pier and construction of wooden sheet pile wall.....	April 26, 1927.....	\$26,485.34.....	XXVII	897
Construction of a wharf.....	May 3, 1927.....	\$10,945 (approx.).....	XXVII	1009
Erection of laboratory building for use of Department of National Defence.....	May 5, 1927.....	\$9,200.....	XXVII	1009
Construction of concrete apron below Ontario sluices.....	May 10, 1927.....	\$54,996.75.....	XXVII	1009
Reconstruction of wharf.....	May 11, 1927.....	\$13,176 (approx.).....	XXVII	1111
Construction of a passenger elevator at Champlain Dry Dock.....	May 12, 1927.....	\$4,517.00.....		

PARTICULARS OF CONTRACTS FOR WHICH FAIR WAGES CONDITIONS WERE PREPARED DURING THE FISCAL YEAR 1927-28—*Con.*
DEPARTMENT OF PUBLIC WORKS—*Continued*

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
				Vol. Page
Repairs to landing wharf.....	Father Point, P.Q.....	May 13, 1927.....	\$47,252 (approx.).....	XXVII 1112
Reconstruction of protection cribwork.....	Grindstone, Magdalen Islands, P.Q.....	May 16, 1927.....	\$33,917.40 (approx.).....	XXVII 1112
Reconstruction of portion of wharf and construction of extension to wharf.....	Delabaire, Matane Co., P.Q.....	May 17, 1927.....	\$36,378.60.....	XXVII 1112
Extension to wharf.....	Sturdie's Bay, B.C.....	May 30, 1927.....	Contract not yet awarded.	
Construction of shore protection.....	Hedra, Man.....	May 20, 1927.....	\$11,280 (approx.).....	XXVII 1009
Extension of 435 ft. of outer eastern face of C.N.R. wharf and construction of a freight shed.....	Lac Mégantic, P.Q.....	May 20, 1927.....		
Extension to harbour wall.....	Charlottetown, P.E.I.....	May 25, 1927.....	\$135,379.00.....	
Construction of wharf.....	Owen Sound, Ont.....	May 27, 1927.....	\$39,948 (approx.).....	XXVII 1009
Construction of a crib headblock.....	Colonie des Greves, P.Q.....	May 27, 1927.....	\$7,210 (approx.).....	XXVII 1112
Reconstruction of 500 ft. of north pier.....	Choisy, P.Q.....	May 27, 1927.....	\$4,580 (approx.).....	XXVII 1243
Repairs to north and south piers.....	Goderich, Ont.....	May 30, 1927.....	Tenders not yet called.	
Repairs to breakwater.....	Kincardine, Ont.....	May 31, 1927.....	\$24,750.46 (approx.).....	XXVII 796
Relaying of pavement on the La Salle Causeway.....	Rustico Harbour, P.E.I.....	May 31, 1927.....	\$91,584 (approx.).....	XXVII 1112
Construction of a breakwater.....	Kingston, Ont.....	June 23, 1927.....	\$5,940.00.....	XXVII 1242
Rebuilding part of breakwater.....	Blue Cove, Gloucester Co., N.B.....	June 1, 1927.....	\$21,393.20.....	XXVII 1243
Construction of breakwater.....	Scott's Bay, N.S.....	June 1, 1927.....	\$9,045.00 (approx.).....	XXVII 1112
Construction of wharf.....	Green Point, N.B.....	June 7, 1927.....	\$39,969.00 (approx.).....	XXVII 1112
Construction of breakwater.....	St. Simon, N.B.....	June 7, 1927.....	\$25,245.00.....	XXVII 1242
Repairs to harbour works.....	Grass Cove, N.S.....	June 7, 1927.....	\$36,896.40 (approx.).....	XXVII 1349
Construction of a breakwater wharf.....	Saugreen River, Ont.....	June 7, 1927.....	\$31,320.10.....	XXVII 1112
Construction of international bridge over St. Croix River, between St. Croix, N.B., and Vanceboro, Maine.....	Petite Riviere St. Francois, P.Q.....	June 9, 1927.....	\$7,842 (approx.).....	XXVII 1342
Extension to breakwater.....	St. Croix, N.B.....	June 10, 1927.....	\$14,797.65.....	
Construction of a breakwater.....	Escuminac, N.B.....	June 14, 1927.....	\$47,252.00 (approx.).....	XXVII 1112
Construction of extension to wharf.....	Hopetown West, P.Q.....	June 14, 1927.....	\$5,942.16 (approx.).....	XXVII 1112
Making concrete sidewalk on Parliament Hill.....	Petite Vallée, Gaspé Co., P.Q.....	June 14, 1927.....	\$7,151.00 (approx.).....	XXVII 1113
Construction of a landing wharf.....	Ottawa, Ont.....	June 17, 1927.....	\$9,500.00.....	XXVII 1111
Construction of a public wharf.....	Tourelle (St. Joseph), P.Q.....	June 14, 1927.....	\$8,889.30 (approx.).....	XXVIII 81
Laying and repairing tarvia roads, paths, etc., and constructing dry dock wall at R.C.M. Barracks.....	Sydney, N.S.....	June 14, 1927.....	\$69,755.00.....	XXVII 1242
Wharf construction.....	Esquimalt, B.C.....	June 27, 1927.....	\$7,089.68.....	XXVII 1242
	Jeune Landing, Comox-Alberni, B.C.....	June 23, 1927.....	\$7,684.78 (approx.).....	XXVII 1111

Extension to breakwater.	Point Sapin, N.B.	June 17, 1927	\$9,100.00.	XXVII	1112
Construction of a breakwater.	Ruisseau LeBlanc, P.Q.	June 20, 1927	\$12,315.81 (approx.)	XXVII	1112
Construction of extension to public wharf.	Meteghan, N.S.	June 21, 1927	\$6,562.86 (approx.)	XXVII	1112
Construction of an extension to existing training pier.	Cape Chat, Gaspé Co., P.Q.	June 23, 1927	\$31,800.00 (approx.)	XXVII	1243
Reconstruction of a wharf.	Deschambault, P.Q.	July 6, 1927	\$8,872.75 (approx.)	XXVII	1349
Construction of wharf.	St. Angele de Laval, P.Q.	July 6, 1927	\$120,285.00	XXVII	1243
Construction of a wharf.	Cap de la Madeleine, P.Q.	July 6, 1927	\$10,937.00.	XXVII	1243
Wharf repairs and improvements and reconstruction of a portion of wharf.	Grand River, P.Q.	July 6, 1927	\$18,395.00.	XXVII	1243
General repairs to wharf and approach.	St. Jean Deschaillons, P.Q.	July 6, 1927	\$6,800.00.	XXVII	1242
Construction of a wharf.	Winnipeg, Man.	July 6, 1927	Tenders not yet called.	XXVII	1242
Alterations and additions to public building.	North Battleford, Sask.	July 18, 1927	\$4,400.00.	XXVII	1242
Construction of piers and glance booms.	Muskoka Narrows, Ont.	July 9, 1927	\$3,060.14.	XXVII	1242
Reconstruction of a breakwater.	Roberval, Que.	July 13, 1927	\$13,466.00 (approx.)	XXVII	1349
Reconstruction of rock embankment between Woodward's Island and No. One Island.	Fraser River, B.C.	July 19, 1927	\$32,334.70.	XXVII	1243
Construction of landing wharf.	Etang du Nord, Magdalen Islands, P.Q.	July 15, 1927	\$55,497.36 (approx.)	XXVII	1348
Construction of breakwater and breastwork.	Tracadie Beach, N.B.	July 16, 1927	\$16,307.00.	XXVII	1348
Construction of a public wharf.	Rockland, Ont.	July 16, 1927	\$16,990.00.	XXVII	81
Construction of a public building.	Waterloo, P.Q.	July 16, 1927	Contract not awarded.	XXVII	205
Construction of two ice-breakers in concrete.	Lanoraie, P.Q.	July 20, 1927	\$3,481.00 (approx.)	XXVII	81
Construction of Breakwater No. 2.	Powell River, B.C.	July 26, 1927	\$115,972.20.	XXVII	1348
Construction of gasoline power work boat for Esquimalt Graving Dock.	Esquimalt, B.C.	July 27, 1927	\$4,460.00.	XXVII	1111
Partial reconstruction of ice-breaker.	Crabtree Mills, P.Q.	July 28, 1927	\$6,094.00.	XXVII	81
Construction of top floor and new roof of Old Examining Warehouse.	Montreal, P.Q.	Aug. 2, 1927	\$36,000.00.	XXVII	413
Construction of a shelter shed, Quarantine Station.	Grosse Isle, P.Q.	July 30, 1927	\$17,000.00.	XXVII	81
Reconstruction of shed and part of wharf.	Bagotville, P.Q.	Aug. 2, 1927	\$14,200.00 (approx.)	XXVII	205
Construction of a pier and quay.	Sorel, P.Q.	Aug. 2, 1927	\$349,802.82 (approx.)	XXVIII	81
Wharf replacement.	Ile aux Grues, P.Q.	Aug. 10, 1927	\$10,139.50 (approx.)	XXVII	1348
Construction of an armoury.	Sarnia, Ont.	Aug. 22, 1927	\$4,990.00.	XXVII	1111
Construction of laboratory building, Booth St.	Ottawa, Ont.	Aug. 15, 1927	\$48,659.00.	XXVII	81
Wharf repairs and reconstruction.	Riviere du Loup, P.Q.	Aug. 20, 1927	\$16,950.00.	XXVII	413
Construction of dykes and control weir.	Roseau River, Man.	Aug. 31, 1927	\$34,290.50 (approx.)	XXVII	81
Alterations to Post Office.	Montreal, P.Q.	Aug. 24, 1927	\$3,600.00.	XXVII	311
Construction of residence and other buildings.	Esquimalt, B.C.	Aug. 25, 1927	\$21,453.00 (approx.)	XXVII	311
Wharf repairs.	Port Simpson, B.C.	Aug. 25, 1927	\$7,871.49 (approx.)	XXVII	305
Wharf construction and dredging.	Manicouagan River, P.Q.	Sept. 22, 1927	Tenders not yet called.	XXVII	413
Reconstruction of coal wharf.	Three Rivers, P.Q.	Sept. 30, 1927	\$189,754.60.	XXVII	311
Improvements to public building.	Vancouver, B.C.	Sept. 21, 1927	\$26,066.	XXVII	305
Renewal of wharf.	Bella Bella, B.C.	Oct. 10, 1927	\$3,955.87.	XXVII	413
Structural steel for aeroplane hangar.	St. Hubert, P.Q.	Oct. 24, 1927	\$8,400.00.	XXVII	311
Construction of mezzanine floor in General Post Office.	Montreal, P.Q.	Dec. 20, 1927	Contract not awarded.	XXVII	305
Alterations to Post Office.	Hamilton, Ont.	Dec. 24, 1927	\$5,300.00.	XXVII	413
Additional work to fourth floor to Old Examining Warehouse.	Montreal, P.Q.	Jan. 23, 1928	\$4,900.00.	XXVII	311
Construction of an assembly wharf.	Port Alberni, B.C.	Feb. 10, 1928	Contract not yet awarded.	XXVII	305
Alterations to Income Tax Branch offices.	Montreal, P.Q.	Feb. 16, 1928	\$10,800.00.	XXVII	413

PARTICULARS OF CONTRACTS FOR WHICH FAIR WAGES CONDITIONS WERE PREPARED DURING THE FISCAL YEAR 1927-28—*Con.*DEPARTMENT OF PUBLIC WORKS—*Concluded*

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
Repair and strengthening of outer portion of south break-water.				
Erection of covered driveway to mail entrance of Post Office.	Miminigash Harbour, P.E.I.	Mar. 3, 1928.	Tenders not yet called.	Vol. Page
Construction of machine foundations, concrete pits and monitor in Forest Products Laboratories.	Ottawa, Ont.	Mar. 15, 1928.	Contract not yet awarded.	
Construction of 4-ton electrically operated crane for assembly wharf.	Ottawa, Ont.	Mar. 12, 1928.	\$2,426.00	
Construction of mound and superstructure control dam across Okanagan River.	Port Alberni, B.C.	Mar. 20, 1928.	Tenders not yet called.	
Alterations and repairs to Old Examining Warehouse.	Penticton, B.C.	Mar. 20, 1928.	Tenders not yet called.	
Construction of an airplane hangar.	Ottawa, P.Q.	Mar. 24, 1928.	Tenders not yet called.	
Construction of an airplane hangar.	Rimouski, P.Q.	Mar. 30, 1928.	Tenders not yet called.	
	St. Hubert, P.Q.	Mar. 26, 1928.	\$8,400.00	

DEPARTMENT OF RAILWAYS AND CANALS

Construction of extension to grain elevator.	Halifax, N.S.	April 4, 1927.	\$151,550.00	XXVII 560
Construction of superstructures of lift bridges Nos. 14, 16 and 20.	Welland Ship Canal, Ont.	May 3, 1927.	\$1,107,842.00	XXVII 1113
Placing stone protection on summit level.	Welland Canal, Ont.	May 9, 1927.	\$11,500.00 (approx.)	XXVII 899
Construction of concrete dam at Lock 24.	Trent Canal, Ont.	May 10, 1927.	\$82,276.50 (approx.)	XXVII 1010
Filling in behind the dock wall.	Rideau Canal, Ottawa, Ont.	June 17, 1927.	\$25,000.00 (approx.)	
Construction and erection of steel truss highway bridge complete with bracketed sidewalk and concrete deck over entrance to Lock No. 1 Weir.	Welland Canal, Port Dalhousie, Ont.	Dec. 12, 1927.	\$12,450.00 (approx.)	XXVIII 81
Construction of superstructure of vertical lift bridges Nos. 10 and 21.	Welland Canal, Ont.	Jan. 24, 1928.	\$1,169,181.00 (approx.)	XXVIII 413
Construction of a gate yard.	Welland Canal, Port Weller, Ont.	Feb. 2, 1928.	Contract not yet awarded.	
Manufacture and erection of a pair of steel gates for entrance to Gate Yard Basin.	Welland Canal, Port Weller, Ont.	Feb. 22, 1928.		
Manufacture and delivery of 31 steel deck plate girders for fixed spans Bridge No. 21.	Welland Canal, Port Colborne, Ont.	Mar. 3, 1928.	Contract not yet awarded.	XXVIII 414

TABLE SHOWING, BY PROVINCES, THE FAIR WAGES CONDITIONS PREPARED, 1927-28

Department of Government	Prince Edward Island	Nova- Scotia	New Brun- swick	Quebec	Ontario	Mani- toba	Sas- katche- wan	Alberta	British Columbia	Total
Indian Affairs.....		1		2			1		1	5
Marine and Fisheries.....		5	2		1			2	4	14
National Defence.....		3	2		5		1			11
Interior.....							1			1
Public Works.....	4	5	7	46	22	3	3	1	13	104
Railways and Canals.....		1			9					10
Total.....	4	15	11	48	37	3	6	3	18	145

POST OFFICE CONTRACTS

List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1927-28.

Nature of Orders	Amount of Orders
	\$ cts.
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	577 64
Making and repairing rubber stamps, daters, etc.....	647 38
Making up and supplying letter carriers' uniforms, etc.....	3,120 93
Stamping pads, ink, etc.....	242 02
Bag fittings.....	7,628 14
Cotton duck for mail bags.....	445 26
Scales.....	236 25
Letter carriers' satchels.....	1 633 58
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	825 48
Making and repairing rubber stamps, daters, etc.....	184 99
Making up and supplying letter carriers' uniforms, etc.....	1,243 82
Stamping pads, ink, etc.....	37 46
Bag fittings.....	1,962 50
Letter carriers' satchels.....	1,370 90
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	658 79
Making and repairing rubber stamps, daters, etc.....	156 28
Making up and supplying letter carriers' uniforms, etc.....	14,346 84
Stamping pads, ink, etc.....	317 15
Bag fittings.....	22,016 03
Letter pouches.....	2,115 00
Cotton duck mail bagging.....	3,053 31
Scales.....	47 40
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	1,031 26
Making and repairing rubber stamps, daters, etc.....	189 86
Making up and supplying letter carriers' uniforms, etc.....	7,063 84
Stamping pads, ink, etc.....	667 84
Bag fittings.....	8,554 88
Letter pouches.....	188 00
Scales.....	505 00
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	1,384 57
Making and repairing rubber stamps, daters, etc.....	127 53
Making up and supplying letter carriers' uniforms, etc.....	17,942 42
Stamping pads, ink, etc.....	289 71
Bag fittings.....	37,589 37
Letter pouches.....	47 00
Scales.....	504 10
Mail bagging.....	2,787 34
Letter boxes.....	774 20
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	631 35
Making and repairing rubber stamps, daters, etc.....	155 57
Making up and supplying letter carriers' uniforms, etc.....	17,301 18
Stamping pads, ink, etc.....	490 19
Bag fittings.....	24,560 68
Scales.....	3,638 95
Mail bagging.....	24,025 38
Letter boxes.....	388 58
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	764 22
Making and repairing rubber stamps, daters, etc.....	219 36
Making up and supplying letter carriers' uniforms, etc.....	6,969 10
Stamping pads, ink, etc.....	177 50
Bag fittings.....	6,369 95
Scales.....	847 80
Mail bagging.....	65,228 61

POST OFFICE CONTRACTS—*Concluded*

List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1927-28—*Concluded*

Nature of Orders	Amount of Orders	
	\$	cts.
Letter boxes.....	452	60
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	1,148	01
Making and repairing rubber stamps, daters, etc.....	177	19
Making up and supplying letter carriers' uniforms, etc.....	8,017	93
Stamping pads, ink, etc.....	382	65
Bag fittings.....	12,679	35
Scales.....	673	95
Mail bagging.....	9,663	21
Letter boxes.....	2,278	49
Rural mail boxes.....	17,777	00
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	2,127	81
Making and repairing rubber stamps, daters, etc.....	192	07
Making up and supplying letter carriers' uniforms, etc.....	12,133	93
Stamping pads, ink, etc.....	540	13
Bag fittings.....	3,311	89
Scales.....	731	38
Mail bagging.....	7,175	74
Letter boxes.....	466	29
Rural mail boxes.....	9,723	00
Satchels.....	480	00
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	986	83
Making and repairing rubber stamps, daters, etc.....	215	15
Making up and supplying letter carriers' uniforms, etc.....	11,109	11
Stamping pads, ink, etc.....	379	32
Bag fittings.....	7,552	29
Scales.....	655	55
Rural mail boxes.....	5,851	22
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	762	55
Making and repairing rubber stamps, daters, etc.....	151	53
Making up and supplying letter carriers' uniforms, etc.....	10,645	59
Stamping pads, ink, etc.....	187	90
Bag fittings.....	3,622	30
Scales.....	125	00
Rural mail boxes.....	26,931	00
Letter boxes.....	1,775	95
Making metal dating stamps and type, also other hand stamps and brass crown seals.....	668	31
Making and repairing rubber stamps, daters, etc.....	359	73
Making up and supplying letter carriers' uniforms, etc.....	8,992	25
Stamping pads, ink, etc.....	291	15
Bag fittings.....	3,047	10
Scales.....	776	60
Rural mail boxes.....	25,416	00
Letter boxes.....	396	00
Total.....	\$495,313 54	

TABLE OF FAIR WAGE COMPLAINTS ON GOVERNMENT WORKS AND DISPOSITION THEREOF DURING THE FISCAL YEAR ENDING MARCH 31, 1928

Complaint received	Locality and public work	• Department affected	Subject of Investigation	Disposition
Apr. 16, 1927	Welland Ship Canal.....	Railways and Canals..	Alleged non-payment of proper wage rate to machinist employed by a sub-contracting firm.	Investigation by Fair Wages Officer of the Department of Labour showed that this workman was employed only as a machinist's helper and that his claim was not justified.
Apr. 18, 1927	Welland Ship Canal.....	Railways and Canals..	Alleged that current wages rates were not being observed for carpenters, machinists, steam shovel crews, steam hoist and derrick engineers and locomotive crane operators.	(Investigation was made by a Fair Wages Officer of the Department of Labour into the wages rates applicable under the terms of contract. At the request of the Minister of Labour conferences were held between the contracting firms and representatives of the classes of labour involved, but no settlement was reached. The Minister of Labour, following a personal visit to the Canal, sanctioned the following amended wage rates, effective August 1, 1927: Carpenters 80c., Machinists 70c., Steam Shovel Engineers \$1, Steam Shovel Crane-men 80c., and Locomotive Crane Firemen 65c., Steam Hoist and Derrick Engineers 75c., and Locomotive Crane Operators 80c. per hour.
Aug. 2, 1927	Welland Ship Canal.....	Railways and Canals..	Alleged non-payment of proper rate of wages and overtime rate to pier-fitter employed by one of the contractors.	Investigation by a Fair Wages Officer of the Department of Labour resulted in the claim being paid by the contractor.
Aug. 8, 1927	Welland Ship Canal.....	Railways and Canals..	Complaint by three men classed as riggers that they were doing carpentry work and also were not receiving payment for overtime on one of the sub-contracts.	Investigation was made by a Fair Wages Officer of the Department of Labour, but following a conference with the complainants further action was withheld.
Aug. 18, 1927	Welland Ship Canal.....	Railways and Canals..	Alleged non-payment of proper wage rate to a rigger employed on one of the Canal contracts.	Investigation by a Fair Wages Officer of the Department showed that this complaint was not justified.
Sept. 20, 1927	Welland Ship Canal.....	Railways and Canals..	Alleged that proper wage rate was not paid to workman employed on carpentry work by one of the contractors.	Investigation by a Fair Wages Officer of the Department showed that duties of complainant were those of a carpenter's helper and that therefore complaint was not justified.
Oct. 10, 1927	Welland Ship Canal.....	Railways and Canals..	Alleged that a sub-contracting firm was not paying overtime for Sunday work.	As a result of investigation by a Fair Wages Officer of the Department of Labour the subcontracting firm in question agreed to the payment of special rates for any necessary work on Sunday.
Nov. 2, 1927	Welland Ship Canal.....	Railways and Canals..	Complaint that carpenters applying for employment were required to sign a printed form expressing a desire to work two hours overtime at straight rates.	The Minister of Labour brought this matter to the attention of all the contracting firms in the Welland Ship Canal and asked that where the form in question was in use it should be discontinued. Settlement was also made by one contracting firm with individual carpenters who had worked overtime without extra compensation.
Nov. 12, 1927	Welland Ship Canal.....	Railways and Canals..	Alleged non-payment of current wage rate to carpenter employed by a sub-contracting firm.	Investigation by a Fair Wages Officer of the Department of Labour showed that this claim was not justified.
Nov. 23, 1927	Welland Ship Canal.....	Railways and Canals..	Alleged non-payment of overtime rate to workman employed as blacksmith's helper by sub-contracting firm.	Investigation by Fair Wages Officer of the Department showed that complaint was justified and the workman's claim was accordingly settled.
Dec. 2, 1927	Welland Ship Canal.....	Railways and Canals..	Alleged that brakeman's rate instead of contractor's rate being paid on one-man construction train; also that switchman not being paid for overtime by one of the contractors.	The first part of this complaint was justified and payment was made by the contractors accordingly. The Fair Wages Officer's enquiry went to show that the complainant's claim to the wage rate of a switchman was not justified.
Dec. 12, 1927	Welland Ship Canal.....	Railways and Canals..	Alleged non-payment of overtime rates to carpenter employed by a contracting firm.	Following an investigation by a Fair Wages Officer of the Department of Labour the claim was settled by the contractor.
Jan. 27, 1928	Welland Ship Canal.....	Railways and Canals..	Alleged that workman employed as a brakeman by sub-contracting firm was not receiving current wage rate.	Investigation by a Fair Wages Officer of the Department of Labour showed that this complaint was not justified.

TABLE OF FAIR WAGE COMPLAINTS ON GOVERNMENT WORKS AND DISPOSITION THEREOF DURING THE FISCAL YEAR ENDING MAR. 31, 1928—*Con.*

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
June 6, 1927	Kenogami, P.Q.,..... Post Office Building.	Public Works.....	Alleged non-payment of current wage rate to carpenters.	Complaint was investigated by Fair Wages Officer of the Department of Labour and found to be justified. Accordingly proper rate was put into effect and made retroactive.
Aug. 19, 1927	Lytton, B.C., Indian School.	Indian Affairs.....	Complaint by carpenters' union that as carpenters had to be brought from Vancouver for this work Vancouver rate should apply.	As a result of investigation by a Fair Wages Officer of the Department of Labour, the Vancouver rate for carpenters was put into effect and made retroactive to commencement of work.
Aug. 30, 1927	Halifax, N.S., Ocean Terminals, Pier No. 21.	Railways and Canals.	Alleged non-observance of current wage rates and hours in the plumbing and steamfitting trade.	Investigation showed that the complaints were justified and contractors were accordingly notified that current labour conditions in Halifax must be observed.
Nov. 28, 1927	Widewater, Alta., Fish Hatchery.	Marine and Fisheries..	Alleged non-payment of current wage rate to carpenters.	Investigation by a Fair Wages Officer of the Department of Labour proved complaint to be justified and the current rate was accordingly put into effect.

IV. STATISTICS

Statistical and other information relating to labour conditions has been collected and published by the Department of Labour since its establishment in 1900 as required by statute (Labour Department Act, chapter 111, Revised Statutes, 1927, section 4). In accordance with the Statistics Act, (1918), chapter 190, Revised Statutes, 1927, and under arrangements with the Dominion Statistician, statistics are collected and published in co-operation with the Dominion Statistician, in close association with statistics of general social and economic conditions as organized in the Dominion Bureau of Statistics.

An important feature of this arrangement is the use by the department of the classification of industries and occupations drawn up in the bureau and followed by various departments of the federal Government service in the compilation and publication of records and statistics.

The present chapter contains information as to strikes and lockouts, wages and hours, prices and cost of living, and as to fatal industrial accidents. Information as to employment, labour organization, and other subjects will be found in other chapters.

STRIKES AND LOCKOUTS

The departmental record of strikes and lockouts in Canada was begun on the establishment of the department toward the end of 1900 and particulars of industrial disputes have been given each month in the *Labour Gazette*, the official monthly publication of the department; also in an early issue each year a summary statement of the previous calendar year is printed in the *Labour Gazette*, with a statistical analysis. The figures are given for the calendar year rather than the fiscal year, because in this form they are more easily comparable with statistics on the same subject gathered in other countries, which also as a rule use the calendar year.

A special report covering the period 1901 to 1912 was issued in 1913, followed by another in 1918 giving summary tables for the years 1901-1916 with detailed tables for the five-year period 1911-1916. As these reports have been for some time out of print and as the classification of industries and occupations was altered in 1918 and again in 1922, while certain other changes in methods of compilation and analysis have been made, the record for the entire period is being revised for publication in a special report.

The record of the department includes all strikes and lockouts of which information becomes available to the department and the methods taken to secure information are such as to practically preclude omissions of a serious nature. As a lockout, or an industrial condition which is undoubtedly a lockout, is rarely encountered, strikes and lockouts are recorded together in the statistical tables, and the term "dispute" or "industrial dispute" is frequently used. So far as concerns figures given with respect to duration of strikes, numbers of employees concerned, etc., it is impossible always to secure exact information, but the estimate made in such cases is the result of painstaking methods in the collection of data, and, with increasing experience in dealing with the subject, it is believed that the statistics indicate the conditions with reasonable precision.

A strike or lockout, included as such in the records of the department, is a cessation of work involving six or more employees, and lasting at least one working day. Disputes of less than one day's duration and disputes involving less than six employees were not until 1924 included in the published record, but a separate record of such disputes was maintained in the department.

Since 1924, however, any disputes involving a time loss of ten working days or more have been included in the published record. In 1927 the separate record of disputes causing less than ten days' time loss included only one—involving four employees for one-half day, and resulting in a time loss of two man working days.

The department secures information as to the occurrence of a strike or lockout through newspapers, from correspondents of the *Labour Gazette* in over sixty industrial centres throughout the Dominion, from its officers in touch with disputes and negotiations and from labour organizations and employers concerned. As soon as a strike or lockout is reported, report forms are sent to the representatives of the employers and of the employees involved in the dispute, calling for details as to dates, numbers involved, causes, negotiations, terms of settlement, etc. From these reports and any other information secured the statistics are compiled, as well as statements for publication in the *Labour Gazette* and in other reports. It is very unusual for either party to a strike or lockout to neglect or refuse to make out and forward to the department the desired report, all parties apparently recognizing the importance of the publication of complete and accurate information. If the dispute is of more than one month's duration, a progress report is secured at the end of each month or more frequently. Supplementary reports are secured through officers of the department and correspondents of the *Labour Gazette*, especially when conflicting information is furnished by the various parties to the dispute.

For the calendar year 1927 the statistics published in detail in the issue of the *Labour Gazette* for February, 1928, show seventy-nine strikes and lockouts in existence during the year, of which seventy-two began during 1927 and seven were carried over from 1926. These disputes, practically the same number as in existence during 1926, involved 652 employers and 22,683 workers, causing a time loss in man working days of 165,288, as compared with 296,611 days in 1926, a year during which the time loss in disputes in boot and shoe manufacturing and in clothing manufacturing was great, constituting two-thirds of that for the year. The time loss during 1927 occurred chiefly in building, 55,979 days; mining, 54,048 days; clothing manufacturing, 24,122 days; and in manufacturing of vegetable foods, 10,000 days. The last resulted from a single dispute involving seventy-three bakers in Montreal, beginning in May and untrminated at the end of the year.

The industrial disturbance due to strikes and lockouts in 1927 was, however, less than in most of the years since 1900, whether measured by time loss, numbers of workers involved, numbers of employers or numbers of disputes, while there was also an absence of protracted disputes involving large numbers of employees. Two strikes of coal miners involved large numbers of employees but lasted only four days and one day, respectively, the first being in sympathy with a strike of other miners and the other in protest against the execution of Sacco and Vanzetti in Massachusetts. A feature of the year was an increase in the number and in the extent of disputes in building, there being twenty-two involving 3,535 workers and causing a time loss of 55,979 days, one-third of the total for the year, these figures being about twice those for 1926. The principal disputes were a strike of carpenters in Toronto for the "closed shop", along with a wage increase, and sympathetic strikes of other building trades in Toronto. The settlement effected through the mediation of the Minister of Labour provided for a signed agreement between the carpenters' international union and the general contractors' association which included the wage increase requested by the employees and also the "open shop".

The provinces for which the most time loss was recorded were Ontario, with 51,062 days; Nova Scotia, 47,677 days; Quebec, 45,766 days; British Columbia, 11,295 days; and Alberta, 6,371 days, the time loss in the others being small.

The causes of the disputes as classified were; in connection with wages and hours of labour and working conditions, 37; in connection with unionism also, 37; against discharge of workers, 7; sympathetic, 4; and one unclassified, being that in protest against the execution of Sacco and Vanzetti. The classification by results shows that out of 22,683 workers involved, 3,041 were successful, 7,763 were unsuccessful, and 2,781 were partially successful, leaving 9,098 indefinite or involved in unterminated disputes.

An analysis by methods of settlement shows that out of 79 disputes, 35 were settled by direct negotiations between the parties; seven by mediation or conciliation of outside parties; one by reference to a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act; 17 by the return of workers on employers' terms; 15 by replacement of strikers, and four unterminated.

The accompanying tables show the numbers of disputes, employers and workers involved and the time loss by years back to 1901 and by months back to 1921.

RECORD OF STRIKES AND LOCKOUTS BY YEARS

Year	Number of disputes		Disputes in existence in the year		
	In existence in the year	Beginning in the year	Employers involved	Workers involved	Time loss in working days
1901.....	104	104	273	28,086	632,311
1902.....	121	121	420	12,264	120,940
1903.....	146	146	927	50,041	1,226,500
1904.....	99	99	575	16,482	265,004
1905.....	89	88	437	16,223	217,244
1906.....	141	141	1,015	26,050	359,797
1907.....	149	144	825	36,224	621,962
1908.....	68	65	175	25,293	708,285
1909.....	69	69	397	17,332	871,845
1910.....	84	82	1,335	21,280	718,635
1911.....	99	96	475	30,094	2,046,650
1912.....	150	148	989	40,511	1,099,208
1913.....	113	106	1,015	39,536	1,287,678
1914.....	44	40	205	8,678	430,054
1915.....	43	38	96	9,140	106,149
1916.....	75	74	271	21,157	208,277
1917.....	148	141	714	48,329	1,134,970
1918.....	196	191	766	68,489	763,341
1919.....	298	290	1,913	138,988	3,942,189
1920.....	285	272	1,273	52,150	886,754
1921.....	145	138	907	22,930	956,461
1922.....	85	70	569	41,050	1,975,276
1923.....	91	77	419	32,868	768,494
1924.....	73	63	415	32,494	1,770,825
1925.....	83	81	510	25,796	1,743,996
1926.....	77	73	598	24,142	296,811
1927.....	79	72	652	22,683	165,288
Total.....	3,154*	3,029	18,166*	908,310*	25,324,944

*In these totals figures for disputes extending over the end of a year are counted more than once.

DEPARTMENT OF LABOUR

STRIKES AND LOCKOUTS, 1921, 1922, 1923, 1924, 1925, 1926 AND 1927, BY MONTHS

Month	Disputes in existence										Number of workers affected							Time loss in working days						
	1921	1922	1923	1924	1925	1926	1927	1921	1922	1923	1924	1925	1926	1927	1921	1922	1923	1924	1925	1926	1927			
	23	22	18	13	12	11	9	1,765	3,435	2,852	14,294	731	823	283	30,646	68,474	53,966	209,834	5,526	9,769	4,085			
January.....	31	24	20	17	14	10	10	2,906	3,200	3,950	12,933	3,066	2,450	410	36,361	62,935	46,030	197,083	27,013	21,730	6,403			
February.....	32	20	19	13	15	14	10	3,468	2,569	1,533	827	11,891	1,032	543	55,502	62,737	33,229	11,087	249,400	14,269	7,248			
March.....	29	26	27	16	13	14	14	4,453	13,086	2,561	8,667	12,149	924	1,973	63,480	272,946	34,972	199,968	297,949	8,773	14,478			
April.....	56	31	39	14	19	15	21	9,323	13,433	4,767	7,955	13,240	4,018	5,669	175,889	279,857	53,891	202,710	307,229	59,591	27,765			
May.....	50	25	28	26	23	15	20	10,239	11,093	6,268	12,296	14,761	2,881	2,081	188,020	263,402	42,406	214,790	320,594	35,769	15,080			
June.....	41	21	23	19	21	18	15	9,413	15,553	18,095	8,701	13,458	10,891	3,317	92,891	255,734	307,433	210,736	331,976	49,058	12,585			
July.....	31	25	20	16	20	14	14	3,442	25,364	3,651	9,472	13,430	4,326	6,194	73,273	450,692	30,721	206,118	112,524	34,800	14,321			
August.....	26	23	18	9	14	14	13	3,948	17,736	1,729	7,687	1,297	2,347	2,016	59,849	99,732	30,773	183,723	20,553	20,922	9,231			
September.....	17	18	16	7	8	12	20	1,897	3,240	2,322	8,023	705	2,561	3,923	46,036	54,758	50,402	127,763	12,142	27,873	39,493			
October.....	18	14	15	3	11	13	16	3,354	2,036	2,237	353	3,925	1,133	1,933	73,149	48,023	55,978	5,148	38,187	9,892	9,455			
November.....	18	15	13	3	9	10	9	3,759	2,950	2,446	125	1,532	198	301	61,365	55,986	28,693	1,865	20,903	4,365	5,164			
December.....	145*	85*	91*	73*	83*	77*	79*	22,930*	41,050*	32,868*	32,494*	25,796*	24,142*	22,683*	956,461	1,975,276	768,494	1,770,825	1,743,996	296,811	165,288			

*These figures relate only to the actual number of disputes in existence and the employees involved during the year, not being a summation in each case of the monthly figures.

The accompanying chart of the time loss in working days by groups of industries for each year back to 1901, shows that in mining considerable time loss occurred in 1903, 1909, 1910, 1911 and 1913, and again in 1917, 1919, 1922, 1923, 1924 and 1925, with very little time loss for 1926 and 1927. In metal trades no great time loss appeared except in 1919, when the strikes in the metal trades in various cities and the general strike in Winnipeg in sympathy with the metal trades' strike there, caused a time loss of about two million days. In 1918, 1920 and 1923, however, the metal trades showed an appreciable amount of time loss. In building and construction considerable time loss appeared in 1903, 1907, 1911 and 1919. In transportation there was considerable time loss only in 1901, due to a strike of trackmen; in 1908, due to a strike of railway shop machinists, and in 1918 and 1919, due to numbers of strikes in street railway operation, as well as among freight handlers, in local transportation, cartage, etc. The item "other industries" for 1926 included a comparatively large time loss in boot and shoe manufacturing.

From the chart showing the results of disputes terminated it appears that the majority of employees were successful or substantially successful in 1905, 1906, 1915, 1917 and 1918, periods of steadily rising prices and expanding business, but were unsuccessful in 1908, 1919 and 1920, years of uncertainty in industry. Since 1920, the tendency either way has not been pronounced except in 1923 when the workers were unsuccessful to a great extent.

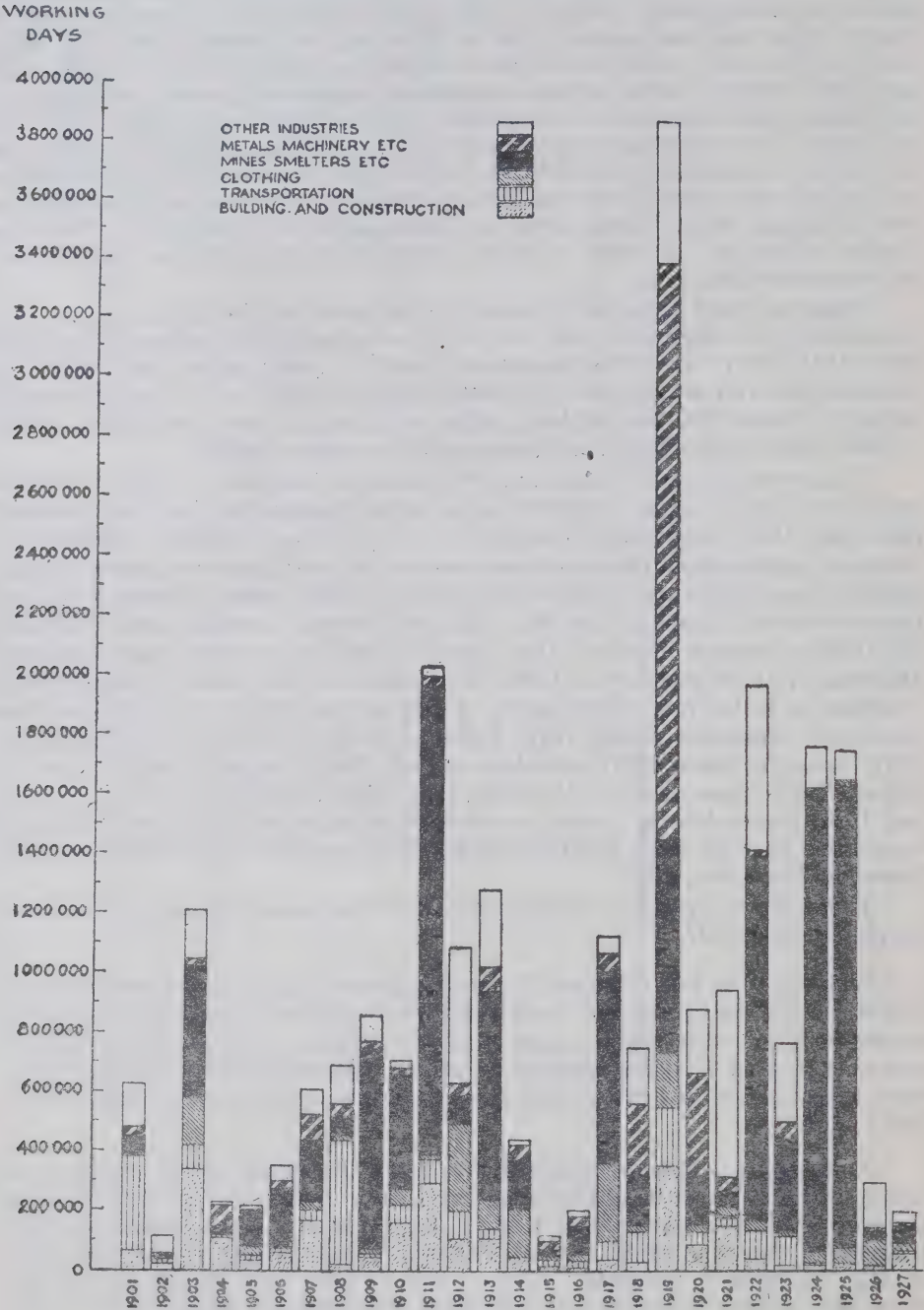
The record does not include minor disputes as described in a previous paragraph, nor does it include disputes as to which information has been received indicating that employment conditions are no longer affected, although the unions or organizations concerned have not yet declared them terminated. Information is available as to the following disputes of this nature: Women's clothing factory workers, Toronto, June 30, 1926; electrotypers, Toronto, Ont., December 20, 1926; plumbers, Windsor, Ont., April 5, 1927; and sheet metal workers, Montreal, P.Q., September 1, 1927. In addition to the above, information is available as to the following disputes of this nature carried over from previous years and terminated during 1927: Metal polishers, Sackville, N.B., March 15, 1921, lapsed in June, 1927; moulders at Galt, Ont., August 2, 1922, lapsed in August, 1927; cigarmakers at Montreal, P.Q., March 24, 1925, lapsed in September, 1927; men's clothing factory workers, St. Hyacinthe, P.Q., March 19, 1926, terminated June 20, 1927, and fur workers, Winnipeg, Man., September 25, 1926, lapsed in December, 1927.

The following notes deal with the chief features in strikes and lockouts during the year 1927.

Logging.—The two disputes involving pulpwood cutters in the northern part of Ontario involved relatively small numbers of workers at various camps, who ceased work to secure higher wages or better working conditions, in most cases returning to work or being replaced by others. Reports indicated that the disputes were unorganized except that small groups in various camps acted collectively.

Coal Mining.—Out of twenty-five disputes, involving 16,580 workers and causing a time loss of 54,048 working days, only two involved relatively large numbers of workers, one of these being a one-day strike on August 22 in protest against the execution of Sacco and Vanzetti in Massachusetts, and the other, on May 14, being in sympathy with a strike of mine road makers on the previous day. There were also several strikes regarding the employment of non-union workers or of members of another union, and the remainder were practically all "pit head" strikes arising out of disputes as to working conditions,

LOSS IN WORKING DAYS THROUGH STRIKES AND LOCKOUTS BY GROUPS OF INDUSTRIES EACH YEAR 1901-1927



changes in methods of payment, etc. In nearly all these cases the strikes were not authorized by the union and the strikers returned to work, the cases in dispute being taken up after that for settlement, as provided in the agreements under which the miners were working.

Manufacturing.—As in each year recently, there were numerous disputes in clothing factories, especially men's clothing, in most cases to secure or to maintain union wages and working conditions, either in the factories themselves or in the contract shops to which work was sent out. During 1927 none of these disputes was of any great magnitude.

Construction.—Since 1921 there have been relatively few disputes in building construction, but during 1927 there were a number of these, most of them being of short duration and causing little time loss. In most cases the causes were demands for increased wages or shorter hours, and many of them were at least partially in favour of the workers. The most important dispute in the building trades was a strike of carpenters in Toronto in October for a closed shop agreement for the United Brotherhood of Carpenters and Joiners, to be in effect from January 1, 1928, the contractors concerned having an agreement with the Amalgamated Carpenters of Canada expiring at the end of 1927. Two sympathetic strikes of other building trades occurred during the dispute, but were confined to jobs where strike breaking carpenters were employed, and therefore did not cause a relatively large amount of time loss. Through the mediation of the Minister of Labour a settlement was reached providing for an agreement between the contractors and the United Brotherhood to be in effect from January 1, 1928, all carpenters employed by such contractors to work under the terms of such agreement but without provision for a closed shop. An increase in wages from 85 cents to \$1 per hour from January 1, 1928, had previously been agreed to by the contractors.

Transportation and Public Utilities.—Three disputes occurred, involving 226 employees and causing a time loss of 471 working days, including longshoremen at Toronto for four days, teamsters at Saskatoon for one-half day, and taxi cab drivers at Vancouver for three days.

Trade.—Teamsters for retail coal merchants struck for the employment of shovellers to assist in unloading cars at Charlottetown and were successful after four days.

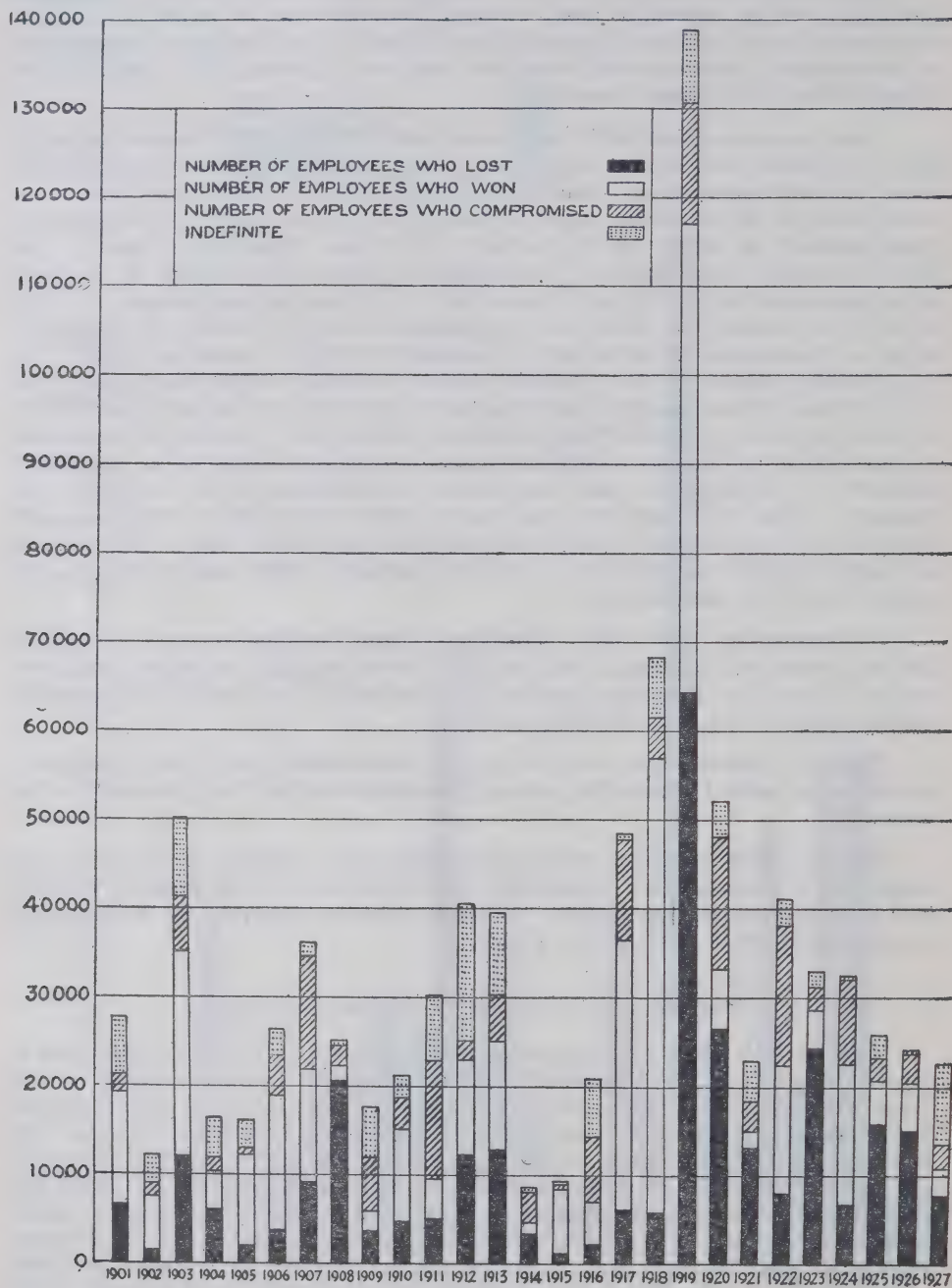
Service.—Four disputes occurred, including two disputes in theatres (one being that of stage hands in sympathy with musicians), one of laundry workers, and one of restaurant employees, the four disputes involving 92 workers and causing time loss of 1,128 working days.

STRIKES AND LOCKOUTS IN OTHER COUNTRIES

It is of interest to compare strikes and lockouts in Canada with those in other countries and the accompanying table gives the figures available for the years 1926 and 1927. The authorities in the various countries do not at present follow uniform methods in compiling and publishing statistics of strikes and lockouts, so that the figures are comparable only in a general way. In some countries the number of disputes shown is the number beginning during the year, in other cases it is the number ending during the year, and in others again it is, as in Canada, the number of disputes in existence, that is, in progress during the year at some time. As regards the number of workers involved, some authorities record the number directly involved only, as in Canada, while in certain other countries the number indirectly affected, that is, thrown out of

RESULTS OF STRIKES AND LOCKOUTS ACCORDING TO NUMBERS OF EMPLOYEES INVOLVED IN 1901-1927

NUMBER OF
EMPLOYEES



employment as a result of the strike or lockout, is included. For some countries strikes and lockouts are recorded separately, but in the table herewith figures for both strikes and lockouts have been included. In some cases no figures as to time loss are available.

The population of each country as shown by the latest census is given in the table so that the relative degree of disturbance to industry in the various countries may be noted.

INDUSTRIAL DISPUTES IN BRITISH AND OTHER COUNTRIES IN 1926
AND 1927

Country	Year	Number of disputes	Number of workers involved	Time loss in work- ing days	Population of country
Canada.....	1926	77	24,142	296,811	8,788,483
	1927	79	22,683	165,288	
Great Britain and Northern Ireland.....	1926	323	2,751,300	162,233,000	44,173,704
	1927	308	114,200	1,174,000	
Irish Free State.....	1926	57	3,455	85,345	2,972,802
	1927	53	2,312	64,020	
Australia.....	1926	360	80,768	1,310,261	6,139,832
	1927	441	157,581	1,713,581	
New Zealand.....	1926	59	6,264	47,811	1,463,278
	1927	36	4,384	10,395	
British India.....	1926	128	186,811	1,097,478	247,003,000
	1927	129	131,655	2,019,970	
Austria.....	1926	204	21,943	297,684	6,600,000
	1927	210	34,334	685,708	
Belgium.....	1926	140	77,368	.....	7,600,000
	1927	186	39,873	.....
Czechoslovakia.....	1926	150	35,412	464,383	14,300,000
	1927	198	167,846	1,395,024	
Denmark.....	1926	32	1,050	23,000	3,435,000
	1927	17	2,851	119,000	
Esthonia.....	1926	14	524	1,196	1,116,000
	1927	5	218	3,067	
Finland.....	1926	72	10,230	386,355	3,500,000
	1927	79	13,368	1,528,182	
France.....	1926	1,770	338,339	.....	40,000,000
	1927	443	120,551	.....
Germany.....	1926	365	96,509	1,404,875	63,000,000
	1927	770	401,298	4,618,836	
Japan.....	1926	1,005	100,000	.....	84,000,000
	1927	383	46,672	791,599	
Latvia.....	1926	53	5,065	68,493	2,000,000
	1927	95	5,273	60,269	
Netherlands.....	1926	212	9,100	281,300	7,527,000
	1927	202	11,700	.....
Norway.....	1926	113	51,487	2,205,000	2,789,000
	1927	96	22,456	1,374,000	
Poland.....	1926	590	145,493	1,422,540	27,000,000
	1927	602	231,799	2,429,070	
Roumania.....	1926	88	20,442	328,086	18,000,000
	1927	.....	.....	.....
Spain.....	1926	96	21,851	247,223	21,763,000
	1927	.....	.....	.....
Sweden.....	1926	206	52,891	1,711,200	6,074,000
	1927	189	9,477	400,000	
Switzerland.....	1926	35	2,721	.....	4,000,000
	1927	26	1,604	34,160	
United States.....	1926	1,035	329,592	.....	106,000,000
	1927	734	349,434	.....

WAGES AND HOURS OF LABOUR

Statistics as to wages and hours of labour are secured to a considerable extent in connection with the work of the Department on strikes and lockouts, industrial agreements, conciliation and mediation in industrial disputes, proceedings under the Industrial Disputes Investigation Act, fair wages schedules,

and reports of changes in wages and hours. Each year representative employers in the various industries are requested to furnish figures as to the wages of the principal classes of labour in their employ, hours per day and per week, and information as to any other features of conditions of employment, such as rates for overtime, Sundays and holidays, bonus, profit sharing, old age benefit or other welfare schemes, annual vacation or sick leave with pay, agreements as to wages and working conditions, etc. Labour organizations are also requested to furnish data as to rates of wages, hours of labour, other working conditions, and copies of agreements with employers or schedules of wages and working conditions in effect.

From the information so secured tables of rates of wages and hours of labour for the principal classes of workers in a number of industries are published annually as a supplement to the *Labour Gazette* issued in January each year, with a table of index numbers of wage rates of certain industries back to 1901, calculated with rates for the year 1913 as 100. This series of bulletins was begun with the publication in March, 1921, of a report covering a number of occupations and industries from 1901 to 1920, and certain manufacturing industries from 1911 to 1920. Since that time the scope of the report has been extended to deal with several of the industries more adequately and to cover more of the important industries, especially in manufacturing, for which comprehensive data was not available earlier. Statistics as to wages in coal mining, metal mining and in agriculture have been included, data for agriculture being secured by the Dominion Bureau of Statistics through crop correspondents. The tables of figures for logging and sawmilling have been greatly increased and a considerable expansion in the information as to manufacturing, particularly of metals, was effected in the bulletin issued in January, 1928, Report No. 11 in the series. An appendix on wages and hours of labour in steam railway employment from 1901 to 1927 was also included, with a revision of the index number for that industry on a more comprehensive basis.

So far as is possible, copies of agreements between employers and trade unions and other organizations or representatives of employees are secured by the department on their consummation and published in the *Labour Gazette* in summary form, or in full when of sufficient importance, with rates of wages, hours of labour, etc. This feature of the *Gazette* also includes schedules of wages and working conditions put into effect by municipalities, other public bodies, etc. The information in the *Labour Gazette* as to settlements of disputes also affords considerable current information as to wages, hours and other working conditions.

The information as to wages and hours of labour secured by the Department is used not only for publication as above but also in connection with the settlement of disputes, the administration of the Fair Wage Policy in Dominion Government contracts, and the determination of prevailing rates of wages, hours of labour, etc., for certain classes of Dominion Government employees under the Civil Service Act, and in furnishing information as to wages rates, hours of labour, etc., in response to special requests.

The accompanying table of index numbers of rates of wages for various classes of employees published in January, 1928, shows levels of wages in 1927 as compared with 1926 and previous years. It will be seen that slight increases appeared in all the groups except coal mining, but in no group except printing did the index number reach the figure for 1920, a year followed by substantial decreases in each group except printing and coal mining, many decreases occurring also in 1922. Thereafter in most groups slight increases appeared, but in coal mining substantial reductions occurred, not only in 1922 but in 1924 and 1925.

TABLE OF INDEX NUMBERS OF RATES OF WAGES FOR VARIOUS CLASSES OF LABOUR
IN CANADA 1901-1927

(Rates in 1913=100)

Year	Building Trades (a)	Metal Trades (b)	Print- ing Trades (c)	Electric Rail- ways (d)	Steam Rail- ways (e)	Coal Mining (f)	Aver- age *	Com- mon Factory Labour (g)	Miscel- laneous Factory Trades (g)	Logging and Saw- milling (g)
1901.....	60.3	68.6	60.0	64.0	68.8	82.8	67.4	.....	.....	.....
1902.....	64.2	70.2	61.6	68.0	72.0	83.8	70.0	.....	.....	.....
1903.....	67.4	73.3	62.6	71.1	75.1	85.3	72.5	.....	.....	.....
1904.....	69.7	75.9	66.1	73.1	76.9	85.1	74.5	.....	.....	.....
1905.....	73.0	78.6	68.5	73.5	74.5	86.3	75.7	.....	.....	.....
1906.....	76.9	79.8	72.2	75.7	79.3	87.4	78.6	.....	.....	.....
1907.....	80.2	82.4	78.4	81.4	81.0	93.6	82.8	.....	.....	.....
1908.....	81.5	84.7	80.5	81.8	86.1	94.8	84.9	.....	.....	.....
1909.....	83.1	86.2	83.4	81.1	86.3	95.1	85.9	.....	.....	.....
1910.....	86.9	88.8	87.8	85.7	90.1	94.2	88.9	.....	.....	.....
1911.....	90.2	91.0	91.6	88.1	95.7	97.5	92.3	94.9	95.4	93.3
1912.....	96.0	95.3	96.0	92.3	97.9	98.3	96.0	98.1	97.1	98.8
1913.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1914.....	100.8	100.5	102.4	101.0	101.4	101.9	101.3	101.0	103.2	94.7
1915.....	101.5	101.5	103.6	97.8	101.7	102.3	101.4	101.0	106.2	89.1
1916.....	102.4	106.9	105.8	102.2	105.9	111.7	105.8	110.4	115.1	109.5
1917.....	109.9	128.0	111.3	114.6	124.6†	130.8	119.9	129.2	128.0	130.2
1918.....	125.9	155.2	123.7	142.9	158.0	157.8	143.6	152.3	146.8	150.5
1919.....	148.2	180.1	145.9	163.3	183.9	170.5	165.3	180.2	180.2	169.8
1920.....	180.9	209.4	184.0	194.2	221.0	197.7	197.8	215.3	216.8	202.7
1921.....	170.5	186.8	193.3	192.1	195.9	208.3	191.2	190.6	202.0	152.6
1922.....	162.5	173.7	192.3	184.4	184.4	197.8	182.4	183.0	189.1	158.7
1923.....	166.4	174.0	188.9	186.2	186.4	197.8	183.3	181.7	196.1	170.4
1924.....	169.7	175.5	191.9	186.4	186.4	192.4	183.7	183.2	197.6	183.1
1925.....	170.4	175.4	192.8	187.8	186.4	167.6	179.7	186.3	195.5	178.7
1926.....	172.1	177.4	193.3	188.4	186.4	167.4	180.5	187.3	196.7	180.8
1927.....	179.3	178.1	195.0	189.9	198.4	167.9	184.3	187.7	199.4	182.8

* Simple average of six preceding columns.

† Including some increases effected near the end of the year.

(a) Seven trades from 1901 to 1920, eight from 1921 to 1926, nine for 1927.

(b) Five trades from 1901 to 1926, four for 1927.

(c) Two trades from 1901 to 1920, four for 1921 and 1922, six from 1923 to 1927.

(d) Two classes from 1901 to 1920, five classes 1921 to 1927.

(e) Twenty-three classes.

(f) Four classes 1901 to 1920, twelve classes 1921 to 1927.

(g) The number of samples has been increased each year since 1920.

PRICES AND COST OF LIVING

Statistics of retail prices of a number of staple foods, fuel and lighting and rentals of workingmen's houses in the industrial centres of Canada, chiefly cities with a population of 10,000 and upward, have been given in the *Labour Gazette* each month since January, 1910, the number of articles covered and the number of localities included being increased from time to time. The changes in the cost of these items as affecting family expenditure have been shown in the form of a table of the cost of a weekly family budget calculated from the average prices in all the localities each month, the amount of each article used for the calculation being determined according to its importance or representative character in workingmen's family expenditure. The number of items of food, fuel, etc., being relatively small and incomplete, the resulting figures have not been suitable for showing either the actual expenditure of the

average family or any standard of living, but the figures calculated have been issued for the purpose of showing the changes from month to month in certain items and as a basis for determining approximately the extent of changes in the cost of living. Since 1918 data have also been secured as to prices of clothing, boots, house furnishings and miscellaneous items, and since March, 1921, from time to time, usually at the beginning of each year, the *Labour Gazette* has contained a table of index numbers of changes in the cost of living, constructed from the figures of the weekly family budget of food, fuel and rent above mentioned, with the addition of figures for clothing and sundries groups. These figures were issued as the result of tentative calculations pending the compilation of more complete data, and in January, 1927, the Department was able to issue a new series of figures for the following groups: fuel and light, rent, clothing, and sundries, and this table has been brought down to date from month to month in the *Labour Gazette*. These figures have been calculated only as averages for the Dominion and it is intended to make similar calculations for the provinces and some of the cities. In the calculation of these index numbers allowance is made for the importance of each article in the average expenditure of workingmen's families.

The accompanying table gives the index numbers by groups, with a figure for all items, back to 1914, prices in 1913 being taken as 100. It will be observed that, while there was a steep decline from June, 1920, when the peak was reached, until the summer of 1922, prices have been relatively steady since the latter date. The index number during this period did not rise above 160 nor fall below 153, the changes occurring being principally seasonal, and due usually to variations in crop conditions from year to year, this being reflected in the prices of food. The fuel and light group has been affected by strikes of coal miners in 1922, especially in the latter part of the year, and a perceptible trend downward in recent years is apparently due to the increasing use of coke in households, and of fuel oil in industries and transportation, thus affecting the prices of coal. The development of electric current production, chiefly from water-power, has also affected the cost of fuel for cooking in houses as well as the cost of electric light.

Statistics of wholesale prices and of prices in other countries have been published in the *Labour Gazette* along with retail prices in Canada. Since 1924 the figures for wholesale prices are those issued by the Dominion Bureau of Statistics in continuation of the record and index number compiled by the Labour Department and published from 1910 to 1924. Index numbers of wholesale prices in Canada compiled and issued by the Canadian Bank of Commerce are also given. A supplement to the *Labour Gazette* for January, 1928, contained a review of prices in Canada and other countries during 1927, with comparative figures for previous years.

CHANGES IN THE COST OF LIVING IN CANADA FROM 1913 TO MARCH 1928*

(Average prices in 1913=100)

—	Food	Fuel and Light	Rent	Clothing	Sundries	All Items*
December, 1914.....	108	98	97	103	100	103
December, 1915.....	111	96	94	115	110	107
December, 1916.....	138	109	95	136	122	124
December, 1917.....	167	125	102	158	134	143
March, 1918.....	172	132	104	171	139	149
June, 1918.....	174	132	109	171	143	152
September, 1918.....	181	139	111	185	147	159
December, 1918.....	186	146	111	185	151	162
March, 1919.....	178	143	112	197	154	162
June, 1919.....	187	139	119	197	157	166
September, 1919.....	195	146	121	210	161	173
December, 1919.....	201	148	122	210	164	176
March, 1920.....	218	157	124	251	166	191
June, 1920.....	231	168	137	251	169	200
September, 1920.....	217	189	138	232	171	194
December, 1920.....	202	200	142	232	173	190
March, 1921.....	180	191	142	193	173	175
June, 1921.....	152	179	149	193	173	165
September, 1921.....	161	174	149	177	173	165
December, 1921.....	150	172	150	177	173	161
March, 1922.....	144	169	151	165	173	157
June, 1922.....	139	167	154	165	174	156
September, 1922.....	140	179	155	162	174	157
December, 1922.....	142	177	155	162	174	157
March, 1923.....	147	178	156	163	173	159
June, 1923.....	139	169	158	163	173	156
September, 1923.....	142	171	158	164	172	157
December, 1923.....	146	172	158	164	171	159
March, 1924.....	144	169	158	160	171	157
June, 1924.....	134	163	158	160	170	153
September, 1924.....	140	163	158	159	169	154
December, 1924.....	144	162	158	159	169	156
March, 1925.....	146	162	158	160	168	156
June, 1925.....	142	159	158	160	168	155
September, 1925.....	147	160	158	159	167	156
December, 1925.....	157	166	158	159	166	160
March, 1926.....	156	166	158	157	166	159
June, 1926.....	151	162	156	157	166	157
September, 1926.....	149	160	156	157	166	156
December, 1926.....	152	162	156	157	166	157
January, 1927.....	155	161	156	157	166	158
February, 1927.....	153	161	156	157	166	157
March, 1927.....	151	161	156	157	166	157
April, 1927.....	147	160	156	154	166	153
May, 1927.....	147	159	156	154	166	153
June, 1927.....	148	158	156	154	166	153
July, 1927.....	149	158	156	154	166	155
August, 1927.....	149	158	156	154	166	155
September, 1927.....	148	158	156	155	166	155
October, 1927.....	150	158	156	155	166	156
November, 1927.....	151	158	156	155	166	156
December, 1927.....	152	158	156	155	166	157
January, 1928.....	152	159	156	155	166	157
February, 1928.....	150	159	156	155	166	156
March, 1928.....	149	159	156	155	166	156

*The figures for "all items" were calculated by giving the following weights to each group: Food, 35%; Fuel, 8%; Rent, 18½%; Clothing, 18½%; Sundries, 20%.

FATAL INDUSTRIAL ACCIDENTS

A statement as to fatal accidents in industry is given in the *Labour Gazette* quarterly and a compilation for the calendar year is given early in the year following. The statistics include all accidents to workmen during the period of employment which result fatally, and also fatalities from industrial diseases listed with fatal accidents by workmen's compensation boards, etc. The records are compiled from reports from Dominion and provincial authorities, from *Labour Gazette* correspondents, from a number of employers of labour, and from newspapers, the various reports being verified and checked to avoid duplication. The published record has in recent years been confined to fatal accidents, but it is intended to extend the compilation and publication to include non-fatal accidents.

The total number of fatalities recorded for the year was 1,378, the fatalities being attributed to the various industries in the following proportions: transportation and public utilities, 314 or 22.8 per cent of the total; construction, 183 or 13.3 per cent; mining, non-ferrous smelting and quarrying, 165 or 12 per cent; agriculture, 162 or 11.7 per cent; logging, 155 or 11.2 per cent; manufacturing 151 or 11 per cent; fishing and trapping, 125 or 9.1 per cent; service, 96 or 6.9 per cent; trade, 26 or 1.9 per cent; finance, 1.

The classification of fatal accidents according to causes shows that the largest number, 499, came under the category "by moving trains, vehicles, etc." This includes all accidents due to cars or engines, including mine and quarry cars, and to automobiles and other power vehicles and horse-drawn vehicles, as well as accidents caused by moving implements, both those impelled by power and those drawn by horses, by moving water craft and by air craft. The largest number of accidents thus caused, 173, was in connection with water craft, 112 of these victims being engaged in fishing and 45 in water transportation.

The table of fatalities by months, shows the highest point to have been in August, when there were 200, the average per month being 114.8. The low point for the year, 77, was reached in February. The increase in the number of fatal accidents in August was caused by ninety fatalities in fishing, the victims being members of the crews of Nova Scotia fishing schooners which were lost in a storm.

FATAL INDUSTRIAL ACCIDENTS IN CANADA IN 1927, BY MONTHS AND INDUSTRIES

Industry	January	February	March	April	May	June	July	August	September	October	November	December	Total 1927	Per cent of total	Estimated number of employees	Ratio of fatalities in 1927 per 1,000 employees	Total fatalities in 1926 (e)	Per cent of total (e)	Ratio of fatalities in 1926 per 1,000 employees (e)
Agriculture.....	12	10	7	19	10	14	25	18	17	13	13	4	162	11.7	(a) 1,041,618	0.2	152	11.4	0.1
Logging.....	11	12	14	7	20	9	13	8	15	18	17	11	155	11.2	(a) 39,815	3.9	129	9.7	3.2
Fishing and Trapping.....	8	2	1	3	...	3	3	90	3	4	4	4	125	9.1	(d) 61,371	2.0	71	5.3	1.2
Mining, non-ferrous smelting and quarrying.....	12	16	7	10	14	7	16	17	15	18	18	15	165	12.0	(c) 77,931	2.1	162	12.1	2.1
Metalliferous mining....	7	5	4	6	3	1	6	3	6	2	6	4	53	3.8	23,742	2.2	52	3.9	2.2
Coal mining.....	3	7	2	4	8	5	5	11	6	11	7	10	79	5.7	28,368	2.8	85	6.4	3.0
Non-metallic mineral mining and quarrying n.e.s.....	2	1	...	...	3	...	3	1	2	4	3	1	20	1.5	7,798	2.6	24	1.8	3.1
Structural materials.....	...	3	1	...	...	1	2	2	1	1	2	...	13	0.9	18,023	0.7	1	0.1	0.1
Manufacturing.....	19	11	19	10	18	17	5	10	14	5	10	13	151	11.0	(b) 544,224	0.3	187	14.0	0.3
Vegetable foods, drink and tobacco.....	4	...	2	2	1	1	...	1	1	2	1	3	18	1.3	59,072	0.3	11	0.8	0.2
Animal foods.....	2	...	...	2	1	...	...	...	4	...	...	...	9	0.7	38,655	0.2	8	0.6	0.2
Textiles and clothing.....	...	...	1	...	...	1	...	...	...	...	...	...	2	0.1	94,531	0.02	8	0.6	0.1
Leather, fur and prod.....	...	...	...	...	...	...	...	...	1	...	...	...	2	0.1	24,997	0.04	2	0.2	0.1
Rubber products.....	...	1	...	...	1	...	...	...	...	...	...	...	2	0.1	12,962	0.2	1	0.1	0.1
Saw and planing mill products.....	4	5	5	2	6	8	3	2	2	...	...	...	37	2.7	45,563	0.8	43	3.6	1.1
Wood products.....	...	...	2	1	1	...	1	1	...	...	...	...	6	0.4	18,800	0.3	8	0.6	0.4
Pulp, paper and paper products.....	1	1	5	1	2	2	...	...	2	1	2	2	19	1.4	34,889	0.5	40	3.0	1.1
Printing and publishing.....	...	...	...	...	...	...	...	...	...	1	...	...	2	0.1	28,607	0.1	2	0.2	0.1
Iron, steel and products.....	6	3	3	...	6	4	1	4	3	1	4	4	39	2.8	90,125	0.4	41	3.1	0.5
Non-ferrous metal prod.....	...	...	...	...	...	...	...	...	...	...	...	...	1	0.1	27,735	0.04	1	0.1	0.04
Non-metallic mineral products.....	1	...	1	1	...	...	1	2	...	...	2	2	10	0.7	24,468	0.4	13	1.0	0.5
Chemical and allied products.....	...	1	1	...	...	...	...	...	...	...	...	...	2	0.1	13,951	0.1	4	0.3	0.3
Miscellaneous products.....	1	...	...	...	...	...	...	...	1	1	...	...	3	0.2	29,869	0.1	...	...	...
Construction.....	10	6	6	9	16	20	29	14	19	17	20	17	183	13.3	(a) 185,202	1.0	166	12.5	0.9
Buildings and structures	4	2	2	6	9	10	9	7	10	10	13	2	84	6.1	...	...	100	7.5	...
Railway.....	1	1	...	...	...	...	3	...	3	...	...	1	9	0.6	...	...	2	0.2	0.2
Shipbuilding.....	1	2	2	1	1	7	7	2	3	2	1	2	31	2.3	8,903	0.3	11	0.8	...
Highway and bridge.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	53	4.0	...
Miscellaneous.....	3	1	2	2	5	3	9	5	3	5	6	12	56	4.1	...	...	...	...	...
Transportation and Public Utilities.....	23	14	24	25	20	31	19	27	25	27	29	50	314	22.8	(c) 174,266	0.9	354	26.6	...
Steam railways.....	16	7	12	12	12	15	10	13	13	12	18	18	158	11.5	(c) 174,266	0.9	194	14.6	1.1
Street and elect. railways.....	1	...	2	1	...	2	...	...	2	...	...	...	8	0.6	(c) 16,961	0.5	10	0.8	0.6
Water transportation.....	4	3	6	8	5	6	3	7	6	6	6	27	87	6.3	(a) 22,846	3.8	87	6.5	3.8
Air transportation.....	...	...	...	...	...	...	...	1	...	2	...	...	1	0.1	...	...	...	...	...
Local transportation.....	1	3	2	1	2	2	1	2	4	2	2	2	24	1.7	(a) 47,923	0.5	19	1.4	0.4
Storage.....	...	...	1	...	...	...	...	1	2	1	2	1	7	0.5	...	...	6	0.5	...
Electricity and gas.....	1	1	2	2	1	4	4	2	1	1	2	1	22	1.6	(c) 17,084	1.3	29	2.2	1.7
Telegraphs and telephones.....	...	...	...	...	2	1	2	...	2	...	...	...	7	0.5	(c) 29,322	0.2	9	0.7	0.3
Trade.....	2	...	2	2	4	5	...	5	2	...	2	2	26	1.9	(a) 310,439	0.1	27	2.0	0.1
Wholesale.....	1	...	2	...	1	2	...	2	2	...	1	1	11	0.8	...	...	2	0.2	...
Retail.....	1	...	...	2	3	3	...	3	...	...	2	1	15	1.1	...	...	25	1.9	...
Finance.....	1	...	...	...	...	...	...	...	...	...	...	...	1	0.1	(a) 61,301	0.02	2	0.2	0.03
Service.....	3	6	10	3	5	8	15	11	12	8	10	5	96	6.9	(a) 547,073	0.2	72	5.4	0.1
Public administration.....	3	4	9	...	2	7	11	7	8	7	6	2	66	4.8	94,541	0.7	53	4.0	0.6
Recreational.....	...	1	1	...	...	...	...	...	...	...	...	1	3	0.2	7,807	0.4	5	0.4	0.6
Custom and repair.....	...	...	...	...	...	...	...	...	...	1	1	1	2	0.1	48,782	0.04	1	0.1	0.2
Personal and domestic.....	...	2	...	1	2	1	4	3	3	1	3	1	21	1.5	214,552	0.1	11	0.8	0.1
Professional.....	...	1	1	...	...	...	...	1	1	...	...	...	4	0.1	181,391	...	2	0.2	...
Unclassified.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11	0.8	...
Total.....	101	77	90	88	107	114	125	200	122	110	123	121	1,378	100.0	...	...	1,333	100.0	...

(a) Census of 1921. (b) Annual census of industry 1925. (c) Annual census of industry 1926. (d) Fishermen only, 1926
(e) Revised figures for 1926.

V. THE LABOUR GAZETTE

The *Labour Gazette* has been issued regularly since September, 1900, its monthly publication being one of the original functions of the department, as prescribed by section 10 of the Conciliation Act of 1900 (section 4 of the Labour Department Act, Revised Statutes of Canada, 1927, chapter 111), under which the department was established. This section provides as follows:—

With a view to the dissemination of accurate statistical and other information relating to the conditions of labour, the minister shall establish and have charge of a Department of Labour, which shall collect, digest, and publish in suitable form statistical and other information relating to the conditions of labour, shall institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue at least once in every month, a publication to be known as the *Labour Gazette*, which shall contain information regarding conditions of the labour market and kindred subjects and shall be distributed or procurable in accordance with terms and conditions in that behalf prescribed by the minister.

The general policy and aims of the *Labour Gazette* continue as they were stated in the first number, published in September, 1900, as follows: "The *Gazette* will not be concerned with mere questions of opinions, nor will it be the medium for the expression of individual views. It is an official publication, and as such will seek to record only such statements of fact, and such collections of statistics, as are believed to be trustworthy. In the selection and publication of these, care will be taken to have the information as complete and impartial as possible, and so arrange it that, while furnishing from month to month facts and figures of current interest, these may, at intervals, be classified and compiled in such a manner as to show, over periods of time, the trend and development of the subjects dealt with. The work thus undertaken will, it is hoped, establish a basis for the formation of sound opinions, and for the drawing of correct deductions, but these, in themselves, are tasks which lie beyond the scope and purpose of the *Gazette*, and are ends it will seek to serve, not to meet."

The range of subjects treated in the *Labour Gazette* has become somewhat wider in the course of the past twenty-eight years as the result of the gradual increase in the functions and work of the Department of Labour. Prominence is now given to the department's work of conciliation and arbitration in labour disputes, especially to the work carried on under the Industrial Disputes Investigation Act, the official record of all proceedings being given from month to month, including the full text of the reports of Boards of Conciliation and Investigation established under the Act. Full information is given also in each issue with respect to proceedings under the other statutes administered by the Department of Labour, including the Employment Offices Co-ordination Act, the Technical Education Act, the Government Annuities Act, and the Combines Investigation Act, and to proceedings under the federal Order in Council providing for the payment of fair wages to workmen employed under Dominion Government contracts.

As required by section 10 of the Conciliation Act, quoted above, the *Labour Gazette* publishes each month "statistical and other information relating to the conditions of labour". This information includes a monthly analysis of prices, wholesale and retail, in Canada, with estimates of the average cost of living, the prices of staple articles, and index numbers of price movements over a series of years. Similar statistics compiled from records in other countries are also given for the purpose of comparison. Periodical statements and tables appear indicating the movements of employment and the extent of unemployment in Canada and in the various provinces and municipalities. This informa-

tion is derived from three sources: (1) reports received from the 64 offices of the Employment Service of Canada showing the number of applications for work, the existing vacancies and the number of workpeople placed in positions; (2) reports from trade unions showing the extent of unemployment among their members; and (3) reports from employers throughout Canada showing the number of employees on their pay-rolls. Statistical information on changes in wages and hours of labour is presented from time to time in special articles.

Monthly and annual tables of industrial disputes are given in each issue, showing the causes, extent and results of strikes and lockouts in Canada. The agreements entered into between employers and workmen are described each month in detail. Quarterly and annual statistics are given of the fatal accidents that have occurred in the various branches of industry, stress being laid on the causes of these accidents with a view to the possible elimination of some of the risks of industry; and a series of notes on industrial safety and health is also published monthly with the same object. The labour legislation enacted by the Dominion Parliament and by the legislatures of the various provinces is outlined in the *Labour Gazette* on the conclusion of each session, and note is made, as far as possible, of the outstanding activities throughout Canada under existing Acts and regulations. Each issue contains further an account of important recent legal decisions affecting labour.

The conventions and other activities of labour unions are noted from month to month, with particular reference to legislative proposals put forward by labour representatives. The subject of technical education and apprentice training is also covered in a series of notes in each issue.

Prominence is given to the important work of the League of Nations International Labour Organization, the draft conventions and recommendations put forward from time to time being printed in full, and a record kept of the progress of ratifications both in Canada and in other countries. Reviews are also given of the increasingly valuable publications of the International Labour Office at Geneva, based on expert studies of labour conditions in various countries.

In addition to the regular periodical articles, each issue of the *Labour Gazette* contains special articles on subjects arising out of the general work of the department, as well as notes on current topics of interest to labour.

The *Labour Gazette* was published monthly in English and French during the fiscal year ended March 31, 1927, which was the twenty-seventh year of its existence, the average number distributed each month being 10,029 of the English edition and 1,856 of the French. The average monthly paid circulation was 6,916, or 5,779 of the English edition and 1,137 of the French. A nominal subscription of 20 cents a year, or 3 cents per copy, is charged, the purpose of the subscription being to keep the distribution within the limits of the actual demand, rather than to pay the cost of production. The subscription list includes the names of chartered banks, employing firms, and labour unions which paid subscriptions in behalf of their individual officers or members. In addition to the paid circulation the *Labour Gazette* is issued gratuitously to certain public bodies and institutions, including government departments, both federal and provincial, municipalities, university and public libraries, boards of trade, labour organizations, newspapers and trade journals, as well as to certain persons who from time to time supply information requested by the department. Free single copies are frequently mailed to persons seeking information on subjects dealt with in a particular issue. The average monthly distribution of complimentary copies was 4,969, or 4,250 of the English and 719 of the French edition. At the close of each year a limited number of volumes of the *Labour Gazette* are bound, with a classified index, and are sold to subscribers at \$2 per volume.

VI. LABOUR ORGANIZATION IN CANADA

The Seventeenth Annual Report on Labour Organization in Canada, covering the calendar year 1927, was prepared in the Labour Intelligence Branch, and contained the usual information as to the nature of the labour bodies with which the trade unionists of the Dominion are identified, with complete statistics of organized labour in Canada, as well as dealing with some of the more important incidents of interest to trade unionists and those who concern themselves with the activities of labour organizations. The report for 1927, which contained 312 pages, stated that the trade union movement of the Dominion comprises the following groups:—

(1) Local branches of international craft organizations, having headquarters in the United States;

(2) One Big Union, an international industrial union, with headquarters in Winnipeg;

(3) Local branches of the Industrial Workers of the World, a revolutionary industrial union which seeks to abolish the wage system, with headquarters in Chicago;

(4) Canadian central labour organizations;

(5) Independent trade union units; and

(6) National and Catholic Unions.

The report shows that the international craft union group, which consists of the Canadian members of 85 organizations, four less than in 1926 (one of the losses being occasioned by the transfer of the Canadian Brotherhood of Railroad Employees to the Canadian group), has 1,869 branches in the Dominion, 142 less than in the previous year, with a combined membership of 180,755, an increase of 1,488. The One Big Union claims 50 local units in Canada, with a combined membership of 19,245, a loss of 10 units, but a gain in members of 580. The Industrial Workers of the World with seven local branches, a gain of one, shows a decrease in members of 200, now having 4,400. The group comprising Canadian central organizations, which number 24, an increase of four, have between them 537 local branches, with a total membership of 48,435, which show 241 more branches and 13,598 members than were recorded in this class in 1926. The independent units have decreased by one, now being 37, the combined membership of which is 12,447, an increase of 212. The national and Catholic group of unions number 104, a gain of one, with a combined membership of 25,000, the same number as reported for the three previous years. The net increase in local branch unions was 89 and the gain in membership 15,678, making a grand total of 2,604 branches of all classes of unions in the Dominion, with a combined reported and estimated membership of 290,282. The accompanying chart, which is taken from the report, indicates the fluctuations in the number of trade unionists in Canada from 1911 to 1927, the period covered by these annual reports on labour organization.

Another chart published in the report shows that the 290,282 trade union members in the Dominion are divided by trade groups as follows:—

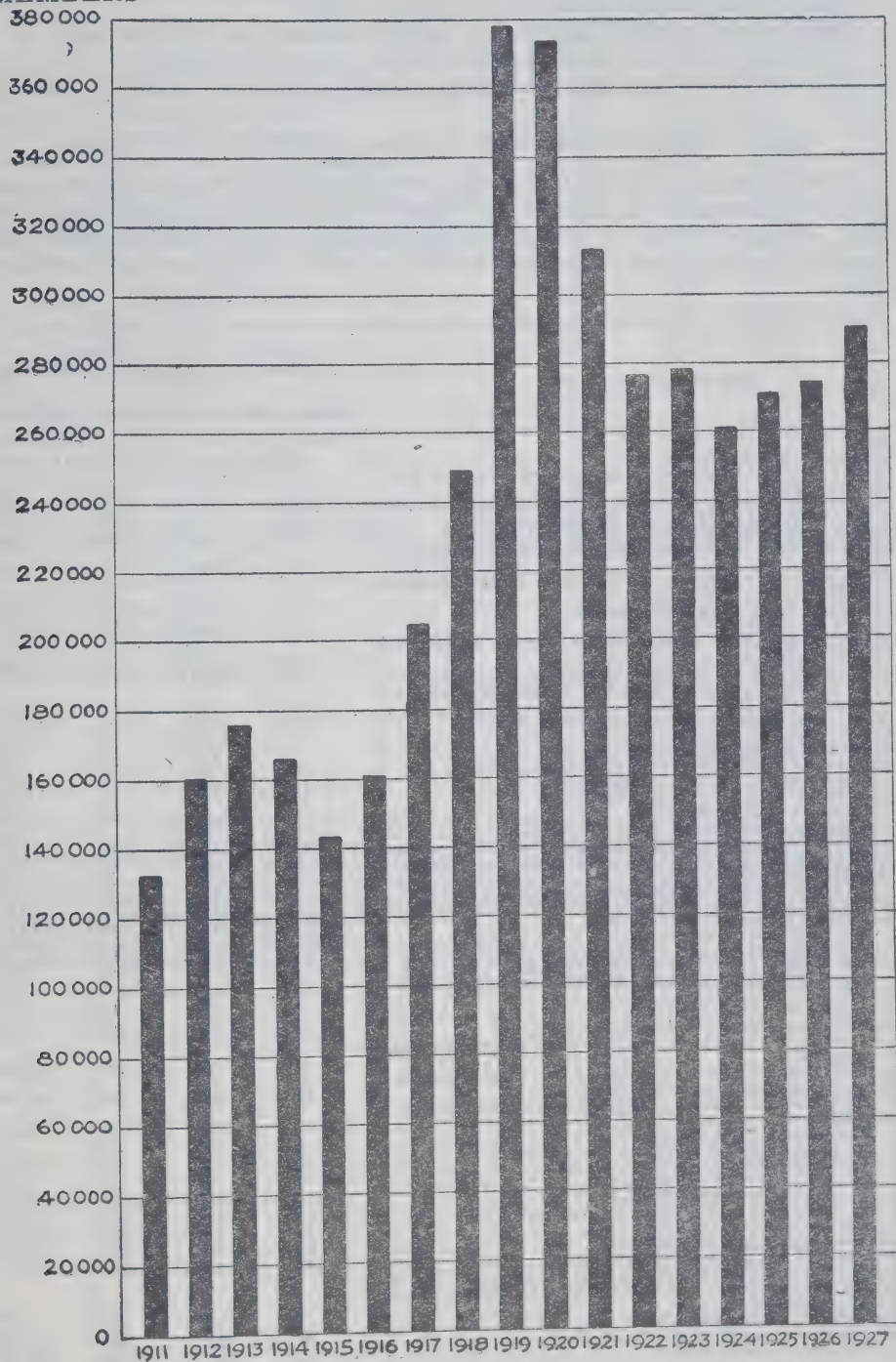
Railroad Employees, 82,822 members, or 28.53 per cent of the total;

Public employees, personal service and amusement trades, 32,700 members, or 11.27 per cent;

Building trades, 30,751 members, or 10.59 per cent;

SEVENTEEN YEARS OF TRADE UNIONISM IN CANADA

MEMBERS



Other transportation and navigation trades, 25,507 members, or 8.79 per cent;

Mining and quarrying, 25,027 members, or 8.62 per cent.

Metal trades, 22,237 members, or 7.66 per cent;

Printing and papermaking trades, 14,291 members, or 4.90 per cent;

Clothing, boots and shoes, 11,908 members, or 4.10 per cent;

All other trades and general labour, 45,039 members, or 15.52 per cent.

TRADE UNION CENTRAL ORGANIZATIONS OPERATING IN CANADA

The following tables taken from the report show: (1) international organizations having members in Canada, (2) number of branches in Canada and elsewhere, (3) reported or estimated membership in Canada and elsewhere, (4) Canadian central labour organizations with number of branches and memberships:—

International Organizations	Number of Branches		Reported or Estimated Membership	
	In Canada	(a) Elsewhere	In Canada	(a) Elsewhere
**American Federation of Labour.....	(b) 3	(b) 339	(b) 51	(b) 24,186
**Asbestos Workers, International Association of Heat and Frost Insulators and.....	3	61	100	5,000
**Bakery and Confectionery Workers' International Union of America.....	8	196	284	25,526
**Barbers' International Union of America, Journeymen.....	35	884	1,496	53,241
**Bill Posters and Billers of America, International Alliance of.....	3	95	300	2,500
**Blacksmiths, Drop Forgers and Helpers, International Brotherhood of.....	21	190	1,500	7,000
**Boilermakers, Iron Shipbuilders and Helpers, International Brotherhood of.....	35	341	1,795	15,965
**Bookbinders, International Brotherhood of.....	12	160	531	13,712
**Boot and Shoe Workers' Union.....	10	122	1,322	36,087
**Brewery, Flour, Cereal and Soft Drink Workers, International Union of the United.....	(c) 15	(c) 212	616	16,000
**Bricklayers, Masons and Plasterers' International Union of America.....	53	861	3,614	115,000
**Bridge, Structural and Ornamental Iron Workers, International Association of.....	9	142	145	20,901
**Carpenters and Joiners of America, United Brotherhood of.....	85	1,983	10,552	377,840
**Carvers' Association of America, International Wood.....	1	20	18	1,268
**Cigarmakers' International Union of America.....	7	347	549	20,514
**Cloth Hat, Cap and Millinery Workers' International Union.....	4	40	250	14,350
**Clothing Workers of America, Amalgamated.....	15	121	6,000	119,000
**Commercial Telegraphers' Union of America.....	10	32	2,100	3,600
**Conductors, Order of Sleeping Car.....	1	39	13	2,287
**Coopers' International Union of North America.....	1	45	6	961
**Electrical Workers, International Brotherhood of.....	36	652	2,300	112,020
**Elevator Constructors, International Union of.....	2	75	102	12,240
**Expressmen, Order of Railway.....	2	55	55	18,000
**Federal Employees, National Federation of.....	1	322	61	35,000
**Firemen and Oilers, International Brotherhood of.....	30	900	1,094	28,096
**Fire Fighters, International Association of.....	21	120	2,490	19,000
**Fur Workers' Union, International.....	7	25	500	15,000
**Garment Workers of America, United.....	10	250	1,678	60,000
**Garment Workers' Union, International Ladies.....	9	102	1,200	86,000
**Glass Bottle Blowers' Association of the United States and Canada.....	4	100	145	8,782
**Glass Workers' Union, American Flint.....	3	127	122	7,000
**Glove Workers' Union, International.....		11	12	650
**Granite Cutters' International Association of America.....	4	135	150	8,350
**Hod Carriers, Building and Common Labourers' Union of America, International.....	7	512	425	80,000
**Hotel and Restaurant Employees' International Alliance and Bartenders' International League of America.....	13	252	1,363	37,466
**Iron, Steel and Tin Workers of North America, Amalgamated Association of.....	1	120	62	10,000
**Jewellery Workers' Union, International.....	1	18	32	720
**Lathers, International Union of Wood, Wire and Metal.....	8	172	162	16,500
**Leather Workers' International Union, United.....	2	52	96	2,350
**Lithographers of America, Amalgamated.....	7	38	422	6,840
**Locomotive Engineers, Brotherhood of.....	103	810	6,086	77,472
**Longshoremen's Association, International.....	104	823	7,062	97,715
**Machinists, International Association of.....	15	228	5,000	45,000
**Maintenance-of-Way Employees, Brotherhood of.....	85	678	15,000	100,000
**Marble, Stone and Slate Polishers, Rubbers and Sawyers, Tile and Marble Setters' Helpers and Terrazzo Workers' Helpers, International Association of.....	189	1,103	6,763	33,840
**Metal Polishers' International Union.....	1	42	61	5,830
**Metal Workers' International Association, Sheet.....	2	109	85	8,325
**Metal Workers' International Association, Sheet.....	20	426	850	25,000
**Mine Workers of America, United.....	40	2,500	15,400	485,395

International Organizations	Number of Branches		Reported or Estimated Membership	
	In Canada	(a) Elsewhere	In Canada	(a) Elsewhere
**Moulders' Union of North America, International.....	34	354	1,900	45,000
*Musicians, American Federation of.....	40	735	8,000	120,000
**Painters, Decorators and Paperhangers of America, Brotherhood of.....	32	1,166	1,681	120,086
**Papermakers, International Brotherhood of.....	24	48	1,390	4,122
**Pattern Makers' League of North America.....	(d) 13	124	474	9,980
**Paving Cutters' Union of the United States and Canada.....	5	67	125	2,275
**Photo Engravers' Union of North America, International.....	5	73	367	8,220
*Piano, Organ and Musical Instrument Workers' International Union.....	1	9	12	500
**Plasterers and Cement Finishers' International Association, Operative.....	16	418	720	38,300
**Plumbers, Gas and Steam Fitters, United Association of Journeymen.....	32	729	1,500	45,000
**Printers, Die Stampers and Engravers' Union, International Plate.....	1	14	43	1,235
**Printing Pressmen and Assistants' Union, International.....	18	364	2,000	47,000
**Pulp, Sulphite and Paper Mill Workers of the United States and Canada, International Brotherhood of.....	17	50	2,078	5,500
**Quarry Workers' International Union of North America.....	2	58	450	5,000
**Railroad Signalmen of America, Brotherhood of.....	8	150	200	8,000
**Railroad Telegraphers, Order of.....	13	111	7,984	55,178
**Railroad Trainmen, Brotherhood of.....	96	882	14,629	169,635
**Railway Carmen of America, Brotherhood of.....	114	478	12,967	58,408
**Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, Brotherhood of.....	54	1,161	3,164	111,836
**Railway Conductors, Order of.....	73	606	3,500	51,521
**Railway Employees of America, Amalgamated Association of Street and Electric.....	25	271	7,500	101,300
*Retail Clerks' International Protective Association.....	4	354	100	12,000
*Seamen's Union of America, International.....	1	66	250	15,000
*Siderographers, International Association of.....	1	2	10	53
**Stage Employees, International Alliance of Theatrical.....	34	620	600	23,000
**Steam and Operating Engineers, International Union of.....	32	384	1,998	34,782
**Stereotypers and Electrotypers' Union, International.....	10	139	282	6,896
**Stonecutters' Association of North America, Journeymen.....	16	130	500	5,300
**Switchmen's Union of North America.....	8	236	150	9,400
**Tailors' Union of America, Journeymen.....	13	170	366	6,743
**Teamsters, Chauffeurs, Stablemen and Helpers, International Brotherhood of.....	10	356	1,200	90,000
*Textile Workers of America, United.....	2	350	65	36,000
*Train Dispatchers' Association, American.....	.....	.....	15	3,087
**Typographical Union, International.....	50	807	4,364	76,031
**Upholsterers' International Union of America.....	7	77	331	10,761
*Wall Paper Crafts of North America, United.....	.....	10	1	832
Totals.....	1,869	28,534	180,755	3,662,565
One Big Union.....	50	1	19,245	170
Industrial Workers of the World.....	7	55	4,400	32,100
Grand Totals.....	1,926	28,590	204,400	3,694,835

(a) Includes United States, Mexico, Canal Zone, Philippine and Hawaiian Islands, Newfoundland, etc.

(b) Includes only the unions directly chartered, i.e., those unions not affiliated through any international organization. The American Federation of Labour has 106 national and international unions affiliated, representing 29,394 locals, as well as four departments, 49 state federations, 794 city central bodies and 365 local trade and federal labour unions, making a total of 1,318 charters, representing a fully paid-up membership of 2,812,407. Including the members who were on strike and those out of employment, and for whom no tax was received, the total membership was reported at 3,312,407.

(c) Includes 4 sub-branches in Canada and 50 in the United States.

(d) Includes seven sub-branches of local unions.

*Indicates that union is affiliated with American Federation of Labour.

**Indicates that union has also affiliated its Canadian membership with the Trades and Labour Congress of Canada.

Canadian Central Labour Organizations	Branches or Affiliations	Member- ship Reported
Trades and Labour Congress of Canada.....	(a) 46	(a) 6,405
All Canadian Congress of Labour.....	(b) 16	(b) 868
*Amalgamated Carpenters of Canada.....	16	1,683
Amalgamated Civil Servants of Canada.....	23	3,200
Brotherhood of Canadian Pacific Express Employees.....	26	1,550
*Canadian Association of Railway Enginemen.....	28	612
*Canadian Brotherhood of Railroad Employees.....	181	15,670
Canadian Brotherhood of Stationary Engineers.....	4	158
Canadian Carpet Weavers' Beneficial Association.....	9	136
*Canadian Electrical Trades Union.....	5	1,107
*Canadian Federation of Bricklayers, Masons, Plasterers and Other Building Trades.....	5	548
Canadian Theatrical Arts and Crafts Society.....	12	54
*Civil Service Association of Alberta.....	(c) 27	667
Dominion Postal Clerks' Association.....	6	1,549
Dominion Mail Porters and Chauffeurs' Association.....	15	760
Dominion Railway Mail Clerks' Federation.....	6	985
*Electrical Communication Workers of Canada.....	37	1,074
*Federated Association of Letter Carriers.....	3	1,769
Federated Seafarers' Union of Canada.....	2	1,500
Great Lakes' Seamen's Association of Canada.....	13	612
*Lumber Workers' Industrial Union of Canada.....	20	1,200
*Mine Workers' Union of Canada.....	14	4,067
*National Association of Marine Engineers.....	1	1,139
*National Union of Painters, Decorators and Paperhangers of Canada.....	(d) 24	(d) 197
Provincial Federation of Ontario Fire Fighters.....	3	842
Saskatchewan Brotherhood of Steam and Operating Engineers.....		75
Totals.....	537	48,435

(a) Includes only the local branch unions under direct charters at the close of 1927. Besides these there are in affiliation the three central Canadian bodies marked (**), with 62 branches, and also two provincial federations of labour and 40 trades and labour councils. Per capita tax was also paid during the year by a number of local branches of international unions which had affiliated individually, as well as by 55 international organizations which had affiliated the whole of their Canadian membership, numbering 105,847, comprising 1,420 local branches. The whole directly chartered and affiliated paid-up membership of the Congress is 114,362.

(b) Includes only the local unions under direct charters. In addition to these the All-Canadian Congress has in affiliation the nine central bodies indicated thus (*), as well as the One Big Union, whose name appears in the table of international organizations, with 329 branches, and a combined membership of 45,411, as well as six trades and labour councils, the whole reported membership of the All-Canadian Congress being 46,279.

(c) Including the Montreal branch, which is also a national and Catholic syndicate, in which group its name appears, and with which its membership is computed.

(d) Includes only the local branches directly chartered. The Federation of Ontario Fire Fighters also has four local branches of the International Association of Fire Fighters in affiliation, making a total of 28 affiliates and a membership of 1,692.

*Indicates affiliation with All-Canadian Congress of Labour.

**Indicates affiliation with Trades and Labour Congress of Canada.

TRADE UNION BRANCHES BY PROVINCES

The report indicates the distribution by provinces of the 2,604 local branch unions of all classes in the Dominion, as well as the number of such unions which reported their membership and the membership reported. The figures for each province are as follows:—

Province	Number of Unions in Locality	Number of Unions reporting membership	Number of members reported
Nova Scotia.....	127	89	13,211
New Brunswick.....	108	78	6,156
Prince Edward Island.....	12	9	259
Quebec.....	476	346	53,549
Ontario.....	1,014	792	64,082
Manitoba.....	166	121	15,057
Saskatchewan.....	184	148	7,390
Alberta.....	263	196	17,845
British Columbia.....	254	221	25,187
Localities not specified.....			9,804
Totals.....	2,604	2,000	212,540

*Includes the membership of the system divisions of telegraphers.

UNION MEMBERSHIP IN CANADIAN CITIES

The report points out that there are 32 cities in the Dominion in which not less than 20 local branch unions of all classes are operating, and between them they represent approximately 58 per cent of the local branch unions in Canada, and represent about 50 per cent of the entire trade union membership in the Dominion.

The appended table gives (1) the names of the cities with not less than 20 trade union branches, (2) number of unions in each locality, (3) number of unions reporting membership, and (4) number of members reported.

Localities	Number of Unions in Locality	Number of Unions reporting membership	Number of members reported	Localities	Number of Unions in Locality	Number of Unions reporting membership	Number of members reported
Montreal.....	202	153	37,608	Moose Jaw.....	29	26	1,822
Toronto.....	142	110	23,931	Sherbrooke.....	26	18	760
Winnipeg.....	102	68	11,480	Fort William.....	25	20	973
Vancouver.....	95	89	16,254	Brandon.....	25	22	874
Calgary.....	70	43	4,129	Lethbridge.....	25	23	1,607
Edmonton.....	68	55	4,426	Moncton.....	24	20	2,418
Ottawa.....	63	50	4,163	Port Arthur.....	24	19	1,284
Quebec.....	63	40	5,228	Stratford.....	23	15	1,306
Hamilton.....	60	49	3,991	North Bay.....	23	17	1,306
London.....	55	50	3,694	Three Rivers.....	21	17	2,152
Regina.....	42	29	1,441	Brantford.....	21	18	816
Victoria.....	42	38	1,917	Kingston.....	20	13	483
Saskatoon.....	40	35	1,833	St. Catharines.....	20	15	526
Halifax.....	35	25	2,509	Guelph.....	20	14	400
St. John.....	34	24	2,143	Sault Ste Marie.....	20	12	410
Windsor.....	33	32	2,122				
St. Thomas.....	31	31	2,445	Totals.....	1,523	1,190	146,425

TRADES AND LABOUR CONGRESSES

The Trades and Labour Congress of Canada, which was originally established in 1873, is the head of the internationally organized wage-earners in the Dominion on matters pertaining to legislation, and as such is recognized by the American Federation of Labour and by 54 of the more important affiliates of that body.

The All-Canadian Congress of Labour, which was formed in March, 1927, and which absorbed the Canadian Federation of Labour, declares "the Canadian labour movement must be freed from the reactionary influence of American-controlled unions," and that "Canadian workers require a new medium through which they may collectively promote their general welfare and raise their economic and social standards."

The following table printed in the report shows the strength of the two congresses and the groups from which their following is drawn:—

	Branches	Member-ship	Members affiliated with Trades and Labour Congress of Canada	Members affiliated with All-Canadian Congress of Labour
International Craft Unions.....	1,869	180,755	130,215	.....
One Big Union.....	50	19,245	.....	19,245
Industrial Workers of the World.....	7	4,400	.....	.....
Canadian Central Labour Organizations.....	537	48,435	9,980	27,034
Independent Units.....	37	12,447	.....	.....
National and Catholic Unions.....	104	25,000	.....	.....
Totals.....	2,604	290,282	*140,195	46,279

*This number is 25,833 higher than the membership reported by the Congress, the explanation given being that the lower figures are for the paid-up members only, while the number here printed includes both paid-up and members in arrears for dues.

The report makes extended reference to the various classes of delegate bodies which have been formed as a part of the plan of labour organization in North America with a view to co-ordinating the activities of unions of closely allied or particular trades in dealing with matters of like concern to all members of the bodies represented.

ORGANIZED WORKERS IN VARIOUS COUNTRIES

In addition to the information given in the report in regard to the membership of labour organizations in Canada and the United States figures are published showing the numerical strength of organized workers in 45 other countries, the total for the 47 countries being 40,355,764. Of this number about 18,000,000 (though not in direct affiliation) are sympathetic towards the principles of the International Federation of Trade Unions, with which organization the Trades and Labour Congress, with its 140,195 members, is affiliated. The following are the latest revised figures for the various countries as taken from the report:—

Argentina.....	120,000	Iceland.....	4,000
Australia.....	800,000	India.....	195,800
Austria.....	756,392	Ireland (Free State).....	148,501
Belgium.....	726,126	Italy.....	2,234,520
Brazil.....	104,000	Japan.....	235,000
Bulgaria.....	49,803	Latvia.....	38,867
Canada.....	290,282	Lithuania.....	28,250
Chili.....	162,000	Luxembourg.....	14,451
China.....	3,000,000	Memel.....	3,894
Cuba.....	100,000	Mexico.....	838,000
Czecho-Slovakia.....	1,379,779	New Zealand.....	80,000
Denmark.....	274,428	Norway.....	95,000
Dutch East Indies.....	60,000	Palestine.....	23,000
Egypt.....	12,000	Peru.....	25,000
Estonia.....	30,000	Poland.....	539,089
Finland.....	62,056	Portugal.....	36,000
France.....	1,068,046	Roumania.....	46,863
Germany.....	5,077,309	Russia.....	10,000,000
Great Britain and North Ireland.....	5,531,000	South Africa.....	27,670
Greece.....	88,000	Spain.....	453,578
Guatemala.....	3,000	Sweden.....	436,812
Holland.....	517,914	Switzerland.....	261,713
Hungary.....	267,885	United States.....	4,045,736
		Yugo Slavia.....	64,000

REVOLUTIONARY LABOUR ORGANIZATIONS

The report states that the chief revolutionary political body is the Third (Communist) International, which was formed in Moscow on March 6, 1919, with the objective of organizing the working class for the overthrow of capitalism, the destruction of the bourgeois state and the establishment of the dictatorship of the proletariat. With a view to having a medium through which to propagate the communist doctrine among the organized workers, the Moscow body, in July, 1921, set up the Red International of Labour Unions, whose official representative in the United States and Canada is the Trade Union Educational League, with headquarters in New York City. The Canadian representative of the Communist International is the Communist Party of Canada, which was formed on February 17, 1922, with head office in Toronto, and which recognizes the Moscow body as the only real centre of world revolutionary activities.

An adjunct of the Communist Party is the Young Communist League, which was formed in July, 1922, and which, with its children's section known as the Young Pioneers, declares its mission to be to penetrate the mass of the working class youth with communist agitation and education, for which purpose the league favours the establishment of schools by the parent Canadian

communist body. It was reported that there are three communist Sunday schools in Toronto, made up of members of the Young Pioneers. Abbé Philippe Casgrain of Quebec, who made a tour of Canada in the winter of 1926, stated that there were about 40 of these "revolutionary schools," attended by approximately 2,000 children.

The report contains a synopsis of the reports presented and the business transacted at the 1927 convention of the Communist Party of Canada, among which was a resolution on trade union work, in which among other things it was declared (1) That the characteristic feature of the trade union movement in Canada during the years 1925-1927 had been passivity; (2) that the characteristic feature of Canadian industry during the same period has been steady expansion; (3) that the immediate task of the trade union movement in Canada is to initiate aggressive struggles on the part of the workers to secure a larger share of the increased wealth production; and (4) that the Communist Party of Canada will strive to initiate and develop wage and general economic demands and will strive to draw masses of the workers into ever widening struggles. The convention also endorsed a program of action to facilitate the work of the Communist Party in the agrarian field, the object of the party being declared to be to separate the poorer farmers from the influence of the rich and win them over as allies of the workers in a joint onslaught on capitalism.

The report makes extended reference to the opposition of certain labour organizations to the tactics of the communists. To investigate the ramifications of communism throughout the country the Toronto District Council appointed a committee, which, however, up to the close of the year had not made a report. Following a raid on May 12, 1927, on the premises in London occupied by Arcos (the All-Russian Co-operative Society), the chief agent of the Soviet Government for trading under the terms of the British-Russian trade agreement, for the purpose, it was stated, of regaining possession of certain missing documents of an official and highly confidential character, announcement was made that the British Government had decided to sever all relations with Russia. In doing so the Prime Minister gave information to the House which had come into the hands of the Government "showing that the offices of Arcos and the Soviet trade delegation had been habitually used as a clearing house for subversive correspondence." The British Labour Party subsequently adopted a resolution condemning the Arcos raid and the breaking off of diplomatic relations with Russia. On May 25, 1927, the Canadian Government terminated the trade agreement with Russia, and for so doing the Communist Party of Canada and two local bodies passed condemnatory resolutions.

INTERNATIONAL FEDERATION OF TRADE UNIONS

The report deals with the 1927 meeting of the International Federation of Trade Unions, held in Paris, at the opening session of which Mr. A. A. Purcell, the president, aroused the antagonism of the continental delegates by his communistic sentiments, so much so that the other members of the executive committee repudiated the views of the president. Internal dissensions, arising from the alleged former pro-Russian policy of the general council of the British Trades Union Congress, were also brought into the open, two of the secretaries were dropped, and the continental delegates refused to support Mr. Purcell for re-election on the executive, electing another British delegate instead. Notwithstanding the differences which were aired in the convention, the delegates adopted a number of resolutions on important subjects such as (1) International fight for

the eight-hour day, and (2) Disarmament and the fight against war. The International Federation has 25 national centres in affiliation, with a combined membership of 12,839,174. Reference is made to the proposal of the All-Russian Central Council of Trade Unions for an unconditional conference with the International Federation of Trade Unions for the purpose of effecting a "united front of labour against war and Fascist reaction," a proposition which was supported by the general council of the British Trades Union Congress, but which the International Federation declined to accept, maintaining its decision of 1925, viz., that the federation would admit the Russian body to membership when it made application coupled with a declaration that a conference would be called with a view to an exchange of opinions as soon as possible after the All-Russian Council expressed its desire to be admitted to the I.F.T.U. With a view to establishing a close link between the Russian and British workers so as to secure the attachment of the Russian trade unions with the International Federation, the British Trades Union Congress became a party to the setting up of the Anglo-Russian Joint Advisory Council. Fraternal delegates from the Russian body were received by the British Congress, but in 1926 the British Government debarred the Russian delegates from entering the country. The chairman of the All-Russian Council sent a message to the convention of the B.T.U.C. attacking the British Government and also the general council of the congress for calling off the general strike. The general council protested against the criticism and abuse of certain members of the council, which it termed "intolerable interference in British trade union affairs." The British Congress, however, adopted a resolution urging the general council to continue its efforts to bring about international trade union unity. To the 1927 convention of the British Congress the general council reported that a statement concerning the attitude and policy of the Russian trade unions had been sent to Moscow with an intimation that future policy of the British Congress in regard to the Anglo-Russian Joint Council would depend on the reply received. The reply from Russia being regarded as a tirade against the British labour leaders, the general council suggested to the convention that no good purpose could be served by continuing the joint council while the present attitude of the Russian trade unions was maintained. The report was adopted by nearly two million majority, thus breaking off all relations with the Russian unions.

INDUSTRIAL WORKERS OF THE WORLD

Reference is made in the report to the Industrial Workers of the World, commonly known as the I.W.W., which is the advocate of what is termed revolutionary industrial unionism with its objective the abolition of the wage system. In 1905, when the organization was formed, a membership of 400,000 was reported, but the dissension which has from time to time occurred in its ranks, combined with the prosecution of a large number of its members by the United States Government under a charge of having interfered with the carrying out of certain war time measures of the republic, has had the effect of lessening the activities of the organization. At the close of 1927 the reported membership of the I.W.W. was 36,500, of which 4,400 belong to the seven Canadian branches.

REGISTERED UNIONS

The report states that with two registrations in 1927 there are now eleven existing registered unions operating under the provisions of the Trade Unions Act which was adopted by the Dominion Parliament in 1872. There are 30 labour bodies in Quebec which are registered under the Professional Syndicates Act of that province, a statute which was passed in 1924 by the Provincial Legislature at the solicitation of the Federation of Catholic Workers of Canada.

UNION LABEL REGISTRATION

Since the enactment in 1927 by the Dominion Parliament of legislation providing for the registration of trade union labels, the report states that eighteen labour organizations have taken advantage of the law to protect their respective labels in Canada.

SACCO AND VANZETTI

Given a place in the report is a statement concerning the trials and conviction of Nicola Sacco and Bartholomeo Vanzetti on the charge of murdering a paymaster and guard in South Braintree, Massachusetts, and on whose behalf demonstrations of protest were held in several Canadian localities.

LABOUR IN POLITICS

The report discusses the early demand for independent political action on the part of organized labour and points out how, at the suggestion of the Trades and Labour Congress of Canada, the Canadian Labour Party was formed, and which now has five provincial sections. There are also independent labour parties in three provinces. In the Manitoba provincial election held in June, 1927, the Independent Labour Party had nine candidates, three of whom were elected. In the same election the Communist Party put up a candidate, but he was defeated. Because the Ontario section of the Canadian Labour Party, which it is claimed is dominated by communists, adopted what they considered revolutionary resolutions, several delegates held a caucus and decided to organize (or revive) the independent labour party of the Province. In 23 localities 106 candidates were nominated or endorsed for municipal office by labour political parties or organized labour bodies, of which 39 were elected to the following positions: aldermen, 24; school trustees, 13; commissioners, 2.

TRADE UNION BENEFITS

The report shows that for the calendar year 1927 nine Canadian organizations made disbursements for benefits, viz: (1) Amalgamated Carpenters of Canada, \$985 for death benefits; (2) Canadian Carpet Weavers' Beneficial Association, \$75 for death benefits; (3) Canadian Brotherhood of Railroad Employees, \$200 for death, \$190 for sick and \$550 for other benefits; (4) Canadian Electrical Trades Union, \$5,481 for death and \$823 for other benefits; (5) Dominion Railway Mail Clerks' Federation, \$20,118 for death benefits; (6) Federated Association of Letter Carriers, \$9,000 for death benefits; (7) Lumber Workers' Industrial Union, \$700 for strike benefits; (8) Provincial Federation of Ontario Fire Fighters, \$5,219 for death benefits; (9) Federated Seafarers' Union, \$75 for death and \$257 for legal benefits, making a grand total of \$43,673 expended by the Canadian bodies, an increase of \$10,700.65 as compared with the year 1926.

Of the 87 international organizations having branches in Canada 61 had expenditures for one or more benefits, payments on account of death benefits being made by 56, unemployed and travelling by 7, strike by 29, sick and accident by 22, and old age pensions by 9. The total expenditure for benefits

of central organizations was \$24,445,535, an increase of \$1,889,678, as compared with 1926. The 1927 disbursements for the various classes of benefits were as follows:—

Death.....	\$13,349,076
Unemployed and travelling.....	927,735
Strike.....	1,475,056
Sick and accident.....	3,646,695
Old age pensions and other benefits.....	5,056,973

BENEFITS PAID BY LOCAL BRANCHES

Besides the amounts expended for benefits by the central organizations a statement is also included in the report showing the amounts disbursed in benefits by local branch unions to their own members. The total of these payments were \$263,261, a decrease of \$53,731 as compared with the year 1926, the disbursements for 1927 for each class of benefit being:—

Death benefits.....	\$ 88,606
Unemployed benefits.....	13,703
Strike benefits.....	23,874
Sick benefits.....	107,199
Other benefits.....	29,879

The following tables showing the expenditures in detail are reproduced from the report:—

Name of Organization	Death Benefits	Unemployed and Travelling Benefits	Strike Benefits	Sick and Accident Benefits	Old Age Pensions and other Benefits
	\$	\$	\$	\$	\$
American Federation of Labour.....			10,990		
Bakery and Confectionery Workers' International Union of America.....	26,225		5,688	128,171	750
Barbers' International Union of America, Journeymen.....	81,650		24,940	205,790	
Blacksmiths, Drop Forgers and Helpers, International Brotherhood of.....	11,300				
Boilermakers, Iron Shipbuilders and Helpers, Brotherhood of.....	209,500		662	32,000	
Bookbinders, International Brotherhood of.....	35,600		8,278		
Boot and Shoe Workers' Union.....	37,925			(a) 83,848	
Bricklayers, Masons and Plasterers' International Union of America.....	313,037				(b) 1,021,858
Bridge, Structural and Ornamental Iron Workers, International Association of.....	50,600				(a) 86,300
Carpenters and Joiners, United Brotherhood of.....	687,825	166,304	367,062	156,300	64,745
Carvers' Association of America, International Wood.....	3,800		2,940		
Cloth Hat, Cap and Millinery Workers' International Union.....			20,415	12,840	
Clothing Workers of America, Amalgamated.....		675,000			
Commercial Telegraphers' Union of America.....					
Conductors, Order of Sleeping Car.....	21,000				
Coopers' International Union of North America.....	2,625				
Electrical Workers, International Brotherhood of.....	249,055				
Firemen and Oilers, International Brotherhood of.....	18,000				
Fur Workers' Union, International.....	1,725				
Garment Workers of America, United.....	24,100				
Glass Bottle Blowers' Association of the United States and Canada.....	39,500				
Glass Workers' Union, American Flint.....			10,000		
Granite Cutters' International Association of America.....	60,708		6,736	3,750	18,147
Hotel and Restaurant Employees' International Alliance and Bartenders' International League of America.....	19,725		28,719	47,538	16,814
Hod Carriers, Building and Common Labourers' Union, International.....	38,000				
Iron, Steel and Tin Workers of North America, Amalgamated Association of.....	26,000				
Lathers' International Union, Wood, Wire and Metal.....	25,716				
Leather Workers' International Union, United.....	2,300			2,567	
Locomotive Engineers, Brotherhood of.....	2,996,000			331,424	1,795,429
Locomotive Firemen and Enginemen, Brotherhood of.....	(a) 1,335,347		497,738	56,209	675,944
Machinists, International Association of.....	181,457		13,631		
Maintenance-of-Way Employees, Brotherhood of.....	131,278			(a) 950	
Marble, Stone and Slate Polishers, etc., International Association of.....	2,550				
Metal Polishers' International Union.....	6,000	3,300	3,000		
Metal Workers' International Association, Sheet.....	39,000		4,950		
Moulders' Union of North America, International.....	297,106	74,994	166,619	(a) 218,402	

Name of Organization	Death Benefits	Unem- ployed and Travelling Benefits	Strike Benefits	Sick and Accident Benefits	Old Age Pensions and other Benefits
	\$	\$	\$	\$	\$
Painters, Decorators and Paperhangers of America, Brotherhood of.....	324,182		59,408		
Papermakers, International Brotherhood of.....	4,075				
Pattern Makers' League of North America.....	10,200		6,196	6,238	6,051
Paving Cutters' Union of the United States and Canada.....	4,450	1,612	5,165		
Photo Engravers' Union of North America, International.....	10,400		2,624	22,247	
Piano, Organ and Musical Instrument Workers' International Union.....	640	25		515	
Plumbers, Gas Fitters, Steam Fitters and Steam Fitters' Helpers, United Association of Journeymen.....	112,000		82,000	128,000	
Printers, Die Stampers and Engravers' Union of North America, International.....	7,616				
Printing Pressmen and Assistants' Union, International.....	122,399		9,342		36,372
Quarry Workers' International Union.....	2,437		284		900
Railroad Signalmen of America, Brotherhood of.....	2,139				
Railroad Telegraphers, Order of.....	210,300				
Railroad Trainmen, Brotherhood of.....	2,551,460			1,993,623	
Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, Brotherhood of.....	168,862				
Railway Carmen, Brotherhood of.....	102,350			(a) 11,550	
Railway Conductors, Order of.....	1,594,990			162,584	270,591
Railway Employees of America, Amalgamated Association of Street and Electric.....	655,461		4,055	(a) 27,850	72,800
Retail Clerks' International Protective Association.....	6,225				
Steam and Operating Engineers, International Union of.....			18,470		
Stereotypers and Electrotypers' Union, International.....	20,700		2,378		
Stone Cutters' Association, Journeymen.....	19,100		6,466		
Tailors' Union of America, Journeymen.....	9,299		4,796	14,299	
Train Despatchers' Association, American.....	3,500				
Typographical Union, International.....	423,662		101,504		990,272
Wall Paper Crafts of North America, United.....	4,500	6,500			
Totals.....	13,349,076	927,735	1,475,056	3,646,695	5,056,973

(a) Includes disability benefits. (b) Includes old age and a widows' relief.

Local Branches of International Organizations	Number of Unions Reporting	Death Benefits	Unem- ployed Benefits	Strike Benefits	Sick and Accident Benefits	Other Benefits
	\$	\$	\$	\$	\$	\$
Bakery and Confectionery Workers' International Union of America.....	3	430	150	3,336	1,393	
Barbers' International Union of America, Journeymen.....	14	950	35		3,419	450
Bricklayers, Masons and Plasterers' International Union of America.....	15	3,500	83		392	268
Blacksmiths, Drop Forgers and Helpers, International Brotherhood of.....	10	7	62	30	100	54
Boilermakers, Iron Shipbuilders and Helpers, Brotherhood of.....	2	2,000	3	10		
Bookbinders, International Brotherhood of.....	1				15	
Boot and Shoe Workers' Union.....	4	140			573	175
Brewery, Flour, Cereal and Soft Drink Workers, International Union of the United.....	2		302		202	
Bridge, Structural and Ornamental Iron Workers, International Association of.....	1		30			
Carpenters and Joiners, United Brotherhood of.....	34	4,940	1,264	2,007	6,273	1,501
Cigarmakers' International Union of America.....	6	4,100	480		4,687	398
Electrical Workers, International Brotherhood of.....	6	1,015	35		290	110
Expressmen, Order of Railway.....	1				50	
Fire Fighters, International Association of.....	10	5,775	100		151	273
Firemen and Oilers, International Brotherhood of.....	3				50	74
Glass Workers' Union, American Flint.....	1	100			100	
Granite Cutters, International Association.....	2	550				26
Hod Carriers, Building and Common Labourers' Union, International.....	2	300	75	74	15	14
Hotel and Restaurant Employees' International Alliance and Bartenders' International League.....	6	278			644	200
Leatherworkers' International Union, United.....	1		20			
Lithographers of America, Amalgamated.....	4	2,000	2,885	3,605	1,353	
Loughshoremen's Association, International.....	2	807		200		
Locomotive Engineers, Brotherhood of.....	25	2,695		1,247	2,733	1,844
Locomotive Firemen and Enginemen, Brotherhood of.....	30	1,034		2,834	110	4,307
Machinists, International Association of.....	21	4,000	167		725	1,255
Maintenance-of-Way Employees, Brotherhood of.....	53	790	60	281	2,144	1,289
Marble, Stone and Slate Polishers, Rubbers and Sawyers, Tile and Marble Setters' Helpers, and Terrazzo Workers' Helpers, International Association of.....	2			750	40	100
Metal Polishers' International Union.....	1	25			193	
Metal Workers' International Union, Sheet.....	2			320		11
Mine Workers of America, United.....	16	3,175	3,972	3,000	1,385	1,884
Moulders' Union of North America, International.....	20	2,725	252	9	5,099	30
Musicians, American Federation of.....	10	4,725	250	239	148	525

Local Branches of International Organizations	Number of Unions Reporting	Death Benefits	Unemployed Benefits	Strike Benefits	Sick and Accident Benefits	Other Benefits
	\$	\$	\$	\$	\$	\$
Painters, Decorators and Paperhangers of America, Brotherhood of.....	7	131			110	200
Papermakers, International Brotherhood of.....	5		50		3	310
Pattern Makers' League of North America.....	2	600			82	
Photo Engravers' Union of North America, International.....	2		105		50	
Piano, Organ and Musical Instrument Workers' Union.....	1				70	
Plasterers and Cement Finishers' International Association, Operative.....	2	1,600				
Plumbers, Gas Fitters, Steam Fitters and Steam Fitters' Helpers, United Association of Journeymen.....	15	1,050			1,927	463
Printing Pressmen and Assistants' Union, International.....	8	2,400			246	206
Pulp, Sulphite and Paper Mill Workers, International Brotherhood of.....	8	40	125		3,164	650
Railway Carmen, Brotherhood of.....	46	2,070	60	95	2,700	1,109
Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, Brotherhood of.....	17	456	105		190	574
Railway Conductors, Order of.....	11	475	200		2,804	480
Railway Employees of America, Amalgamated Association of Street and Electric.....	9	725	50		13,645	119
Railroad Trainmen, Brotherhood of.....	30	8,345	468		13,994	2,656
Seamen's Union, Montreal.....	1	100			158	900
Stage Employees, International Alliance of Theatrical.....	6	50			65	125
Steam and Operating Engineers, International Brotherhood of.....	13	2,084	115	340	697	122
Stereotypers and Electrotypers' Union, International.....	2	300			25	
Stencutters' Association of North America, Journeymen.....	2				35	
Tailors' Union of America, Journeymen.....	6	100		270	170	50
Teamsters, Chauffeurs, Stablemen and Helpers, International Brotherhood of.....	4	200	55		3,358	20
Typographical Union, International.....	19	2,337	753	20	7,962	2,111
One Big Union.....	4			12	170	280
Industrial Workers of the World.....	2			872	10	
<i>Local Branches of Canadian Organizations</i>						
All-Canadian Congress of Labour.....	2	25				11
Amalgamated Carpenters of Canada.....	7	875	304	23	157	303
Canadian Association of Railway Enginemen.....	2		50		80	50
Canadian Federation of Bricklayers, Masons, Plasterers.....	1	700				
Canadian Carpet Weavers' Beneficial Association.....	1	50			10	
Dominion Postal Clerks' Association.....	3				15	93
Electrical Communication Workers of Canada.....	1				680	
Mine Workers' Union of Canada.....	8	2,125	222		5,388	2,415
Provincial Federation of Ontario Fire Fighters.....	4	386			178	200
National and Catholic Unions.....	23	11,921	21	4,000	11,778	300
Railroad Employees, Canadian Brotherhood of.....	25	65	310		1,494	275
Trades and Labour Congress of Canada.....	9	325	50		222	387
<i>Independent Local Bodies</i>						
British Columbia Miners' Association, Fernie.....	1	850	249			
British Columbia Miners' Association, Michel.....	1	450			1,200	
Independent Association of Harbour Employees, Montreal.....	1	1,117			25	
Independent Brotherhood of Telephone Workers, Winnipeg.....	1				597	
Independent Lumber Handlers' Association, Vancouver..	1	75				
Knights of Labour, Papineau Assembly.....	1	128	186	200	241	50
Quebec Ship Labourers' Benevolent Society.....	1	200			890	250
Skeena Fishermen's Association, Port Essington.....	1	70				75
Steveston Fishermen's Benevolent Society (Japanese)....	1	120				
Vancouver and District Waterfront Workers' Association	1				300	100
Totals.....	629	88,606	13,703	23,874	107,199	29,879

NON-TRADE UNION ASSOCIATIONS

The concluding chapter of the report discusses a class of associations in no way identified with the labour movement, but which are in the main composed of wage-earners and regarding which information is frequently sought. There are 81 of such bodies, the principal ones being composed of school teachers, Government employees and commercial travellers, with a combined membership of 106,866.

VII. ORGANIZATION IN INDUSTRY, COMMERCE AND THE PROFESSIONS IN CANADA

Another publication prepared in the Labour Intelligence Branch is the Report on Organization in Industry, Commerce and the Professions in Canada. This report, as has been previously stated, was originated in 1921 with the object of meeting the demand for information concerning the extent of organization among persons engaged in industrial, commercial and professional pursuits. The approval given the first report induced the department to issue a second volume on the same subject, and since 1923 the report has appeared annually, that for 1927 being counted as the sixth. The volume for 1927, which contained 180 pages, discussed the aims and objects of the associations whose names appear therein, indicating that, in addition to promoting the general welfare of those thus associated, some of the organizations aim to secure what may be considered necessary legislation. The various associations are divided into the following groups:—

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|--|--|
| I. Manufacturing. | X. Agriculture. |
| II. Building and Construction. | XI. Dairying. |
| III. Mining. | XII. Horse, Live Stock, Sheep Breeders, Etc. |
| IV. Transportation and Communication. | XIII. Co-operative Societies. |
| V. Printing and Publishing. | XIV. Wholesale Merchants. |
| VI. Laundering, Cleaning, Repairing, etc. | XV. Retail Merchants. |
| VII. Personal Service and Amusement. | XVI. Real Estate Dealers. |
| VIII. General Manufacturers and Employers. | XVII. Professional. |
| IX. Financial. | XVIII. Technical and Scientific. |
| | XIX. Insurance. |
| | XX. Funeral Service. |

The report points out that in the first eight of the above mentioned divisions, in which are included the associations whose members are engaged in industries in which the employment of help is essential, there are 374 main and branch associations, with a combined membership of 44,925. Some of the employers included in these groups have agreements with the corresponding organizations of workpeople covering the conditions of employment in their respective establishments. In the remaining twelve groups the employment of labour is in some cases only incidental, and, with the exception of the retail merchants' section, there is no corresponding body of organized employees. Although the bulk of the associations whose names appear in the report are purely Canadian, several are affiliated with organizations whose headquarters are in the United States. The figures presented in the report show that there were in the Dominion, exclusive of the co-operative group, which contains 1,155 societies with 474,160 members, 1,300 associations, with a combined membership of 1,024,364. The total number of all classes of associations whose names are given in the report is 2,455, an increase of 514 over those recorded in 1926, the main addition being to the co-operative group, to which 353 societies had been added. The total combined membership of all classes of associations in 1927 was 1,498,524, an increase of 259,712 over the number recorded in 1926, when there were 1,941 associations with a combined membership of 1,238,812.

The following table, taken from the report, shows the number of associations in each group, together with the number of branch associations, where there are such, as well as the reported membership:—

	Main Associations	Branch Associations	Reported Membership
I. MANUFACTURING—			
Canadian Manufacturers' Association.....	1	26 (a)	4,124
Metal Trades.....	1		45
Horseshoers and Carriage Workers.....	6	43	1,265
Furniture and Musical Instruments.....	3		102
Lumber.....	13	1	704
Pulp and Paper.....	2		15,145
Box Making.....	1		86
Clothing, Boot and Shoes.....	6		426
Rubber and Harness.....	2		97 (b)
Woollen.....	1		134
Food and Beverage Preparation.....	12	10	1,016 (c)
Fishing and Fish Preparation.....	9	1	370 (d)
Cigars and Tobacco.....	1	1	48
Monumental.....	1		87
Pharmaceutical.....	2		140
Brick, Tile, Glass and Paint.....	5	1	374
Other Manufactures.....	2		195
Totals.....	68	83	24,358
II. BUILDING AND CONSTRUCTION—			
General Builders and Supply Men.....	4	23	1,262
Painters and Decorators.....	4	14	194
Plumbers.....	4	8	480
Electrical Contractors.....	5	3	318
Other Associations in Building.....	8	8	262 (e)
Totals.....	25	56	2,516
III. MINING—			
Metal Mining.....	4		132
Chambers of Mines and Mining Prospectors.....	5		1,120
Natural Gas and Oil Promoters.....	3		329
Totals.....	12		1,581
IV. TRANSPORTATION AND COMMUNICATION—			
Railway Service.....	5	5	335 (f)
Navigation.....	4	2	2,398
Street Railway Service.....	2		148 (g)
Automotive Transport.....	3		278
Cartage, Warehousing, etc.....	8		6,333
Communication.....	4	1	750 (h)
Totals.....	26	8	10,242
V. PRINTING AND PUBLISHING—			
United Typothetae of America.....	1	2	292
Other Commercial Printers.....	4		240
Newspapers and Directory Publishers.....	15	7	897 (i)
Allied Printing Associations.....	3		49
Advertising.....	7		977
Totals.....	30	9	2,455
VI. LAUNDERING, CLEANING, REPAIRING, ETC.—			
Laundrymen.....	1	8	151
Cleaners and Dyers.....	2		127
Shoe-Repairers.....	2	6	160
Totals.....	5	14	438
VII. PERSONAL SERVICE AND AMUSEMENT—			
Hotel Keepers and Restaurateurs.....	11		1,606
Amusement.....	3	6	83
Hair Dressers.....	2	6	685
Master Barbers.....	4	5	1,354
Totals.....	20	17	3,728
VIII. GENERAL MANUFACTURERS—			
Manufacturers.....	2		97 (j)
Employers.....	1		225
Totals.....	3		322

	Main Associations	Branch Associations	Reported Membership
IX. FINANCIAL—			
Bankers.....	3	2	155
Other Financial Associations.....	5	17	1,585
Totals.....	8	19	1,740
X. AGRICULTURE—			
Canadian Council of Agriculture.....	1		150,000
United Farmers.....	7		46,139
Other Agriculture and Allied Societies.....	36	38	258,880 (k)
Exhibition Associations.....	3		250,007
Totals.....	47	38	705,026
XI. DAIRYING—			
General Dairymen.....	25	42	33,068
Other Dairying and Allied Associations.....	10		10,605
Totals.....	35	42	43,673
XII. HORSE, LIVE STOCK, SHEEP BREEDERS, ETC.—			
Horse Breeders.....	16	3	5,751
Live Stock Breeders and Kindred Associations.....	40	35	65,246
Sheep Breeders.....	10		3,578
Swine Breeders.....	11		4,765
Beekeepers.....	10	29	2,187
Poultry Producers.....	24	9	3,160
Fur Producers, etc.....	12	4	6,492
Totals.....	123	80	91,179
XIII. CO-OPERATIVE SOCIETIES—			
Co-operative Union of Canada.....	1	24	24 (l)
Fruit and Vegetable Growers.....	78	72	19,390
Dairying.....	39	14	21,232
Live Stock and Allied Associations.....	53	95	61,880
Grain Growers.....	194	3	286,270
Miscellaneous Co-operative Societies.....	520	62	85,364 (m)
Totals.....	885	270	474,160
XIV. WHOLESALE MERCHANTS—			
Wholesale Grocers.....	1	4	69
Other Wholesale Dealers.....	15		1,103
Montreal Board of Trade.....	1	9	324
Toronto Board of Trade.....	1	8	213
Calgary Board of Trade.....	1	7	391
Edmonton Board of Trade.....	1	15	605
Vancouver Board of Trade.....	1	13	
Other Boards of Trade.....	3		95 (n)
Totals.....	24	56	2,800
XV. RETAIL MERCHANTS—			
Retail Merchants' Association.....	1	70 (o)	(o)
Retail Jewellers.....	1	16	820
Merchant Tailors.....	2	5	138
Other Retail Dealers.....	30	3	12,906
Totals.....	34	94	13,834
XVI. REAL ESTATE DEALERS—			
National Association of Real Estate Boards.....	1	13	355
Totals.....	1	13	355
XVII. PROFESSIONAL ASSOCIATIONS—			
Legal.....	24	7	12,603
Medical.....	27	2	30,099
Dental Professions.....	19		4,299
Chiropractors and Chiropodists.....	4		197
Nurses.....	1	8	7,029
Opticians.....	1	7	927
Druggists.....	1	10	3,709
Engineering.....	12	41	27,634 (p)
Architects.....	2	6	649
Surveyors.....	7		844
Accountants and Secretaries.....	17	9	3,167
Literature, Art and Music.....	13	11	4,077
Veterinarians.....	3		356
Miscellaneous.....	2	3	356
Totals.....	133	104	95,946

	Main Associations	Branch Associations	Reported Membership
XVIII. TECHNICAL AND SCIENTIFIC—			
Canadian Association.....	12	5	3,462
International Associations.....	9	7	1,682
Royal Society of Canada.....	1	5 (q)	
Totals.....	22	17	5,144
XIX. INSURANCE—			
Fire, Life and Automobile.....	11	3	3,624 (r)
Accident and Fire Prevention.....	6	6	13,185 (s)
Other Associations in this Group.....	4		1,689
Totals.....	21	9	18,498
XX. FUNERAL SERVICE—			
Funeral Directors.....	4		499
Totals.....	4		499
GRAND TOTALS.....	1,526	929	1,498,524

(a) Trade sections. (b) Includes 18 firms. (c) Includes 24 companies. (d) Includes 29 firms. (e) Includes 66 firms. (f) Includes 86 transportation companies. (g) Includes 83 companies. (h) Includes 13 companies. (i) Includes 99 daily newspapers. (j) Includes 12 companies. (k) Includes 359 societies. (l) Represents societies only. (m) Includes 25 stores. (n) Includes 35 local boards. (o) Includes 9 provincial boards and 61 trade sections; information as to total number of local associations and membership not obtainable. (p) Includes 18,000 members of Canadian Forestry Association. (q) Represents the five sections into which the society is divided. (r) Includes 209 companies. (s) Includes four associations.

VIII. LABOUR LEGISLATION IN CANADA

Since 1915 the Department of Labour has issued annual reports containing the text of the labour legislation enacted by the Parliament of Canada and the legislatures of the several provinces. The reports for 1915 and 1920 were consolidations of all Canadian labour legislation existing on December 31 of these respective years. The consolidation which would normally have appeared in 1925 was postponed, and will be issued as the report for 1928. This action was taken owing to the fact that the statutes of Canada and of several provinces were under revision. With the publication of the consolidated volume in view it was decided to omit the annual report for 1927.

The labour legislation for 1927 was fully reported in the *Labour Gazette* in articles appearing in the issues of April, May, June, July, and October. All the Canadian provinces and the Yukon were represented in these articles, but, as the Yukon legislation dealt only with old age pensions, a subject which is fully covered in another section of this report, it will be omitted here.

WAGES AND HOURS OF LABOUR

The Ontario Wages Act was amended to provide that a portion of the debtor's wages, not exceeding \$15, shall be exempt from seizure or attachment, unless the debtor is an unmarried man without dependents or the debt has been contracted for board and lodging, in which cases no exemption is allowed.

The Manitoba Child Welfare Act was amended to permit a children's aid society, having under its control savings from earnings belonging to a child under its care, to invest such savings in securities in which a trustee is authorized by the Manitoba Trustee Act to invest trust funds.

The Masters and Servants Act of Manitoba was amended to enable a workman suing for wages to obtain solicitor's costs up to \$5 if the claim is less than \$50, and up to \$15 if the claim is more than \$50. If the complainant undertakes to make service of the summons upon the defendant, the costs of the complaint and the summons and hearing fee may not exceed \$2. If the justice of the peace is satisfied that the servant is unable to pay the costs or fees, he may dispense with payment or extend the time until after judgment when, if judgment is given against the master, the ordinary costs with solicitor's costs can be added to the amount ordered to be paid. This amendment came into force on May 1, 1927.

The Metalliferous Mines and Quarries Regulation Act of Nova Scotia, which consolidates and amends the law on this subject, provides that wages may be paid only at the mine or at the general office of the company.

A subsection added to the Attachment of Debts Act of British Columbia relates to the information to be given in support of a garnishing order.

An amendment to the Mechanics' Lien Act of the same province provides that the right of a person entitled to lien shall pass to his personal representative in the event of his death, and may, subject to the provisions of the Act, be assigned by any instrument in writing. Formerly only the right of a lien-holder passed to his representative and was capable of being assigned.

The Mechanics' and Wage Earners' Lien Act of New Brunswick consolidated and considerably amended the law of the province on this subject, bringing it more into harmony with the laws of the other provinces.

Municipal corporations and railways are expressly included in the list of organizations whose property is subject to lien. The percentage to be retained by the owner is 20 per cent of the contract price, unless the price exceeds \$15,000,

when the percentage retained is 15 per cent. A workman, labourer, servant, mechanic or other person employed in manual labour may not, unless his wages exceed \$10 per day, waive his right to benefit under the Act. The lien of a mechanic or labourer for wages has, to the extent of thirty days' wages, priority over all other liens, derived through the same contractor or sub-contractor, on the percentage to which contractor or sub-contractor is entitled, all such mechanics and labourers ranking equally. A wage earner may enforce a lien in respect of an uncompleted contract and may serve notice of motion on the proper parties returnable in four days. If the contract is not completed when the lien is claimed by the wage-earner, the percentage is calculated on the value of the work done or materials furnished by his employer. A contractor or sub-contractor who makes default in completing his contract may not, as against a wage-earner claiming a lien, apply the percentage to the completion of the contract or the satisfaction of a claim or for any other purpose. Every device by an owner, contractor or sub-contractor to defeat the priority given to a wage-earner for his wages, and every payment made for the purpose of defeating or impairing a lien, are declared by the Act to be null and void.

A claim for lien for wages may be registered at any time during the performance of the work or within thirty days after its completion. A lien for which a claim has been registered expires ninety days after the completion of the work or service or the placing of the materials or the expiry of the period of credit, whichever date is latest, unless an action is commenced to realize the claim and a certificate thereof is registered.

A lienholder may, at any time, make a demand in writing for information regarding the terms of the contract, the state of the accounts or the terms of a mortgage.

The sections dealing with actions to realize claims give the judge wide powers to ensure the equitable treatment of all parties concerned. The form of a judgment may be varied by the judge in order to meet the circumstances of the case, so as to afford any party to the proceedings any right or remedy to which he may be entitled. All cases are appealable except those in which the aggregate amount of the claims of the plaintiff and all other persons do not exceed \$100. In the latter case, however, the judge who tried the action may, upon application within fourteen days after judgment, grant a new trial.

The Minimum Wage Act of British Columbia was amended to provide that employers' statements of wages, hours and working conditions of female employees required by the Act, be verified by statutory declaration. Employers' registers must now contain a record of wages paid and hours worked, as well as the names, addresses, and wages of the women employed. Orders of the Board must be kept free from mutilation or defacement. A new clause is added which permits the Board to reconsider, without calling a conference, any order which has been in force for at least a year, and to amend such order or replace it by a new one. An employer who contravenes an order of the Board by payment of less than the minimum wage will in future, upon conviction, be ordered to pay to the employee the difference between the wage paid and the minimum wage.

In Saskatchewan barber shops and beauty parlours were added to the list of establishments to which the Minimum Wage Act applies.

The Fire Departments Two-Platoon Act of Saskatchewan applies, on and after January 1, 1928, to every city having a population of 10,000 or more, unless a majority of the ratepayers have voted against the adoption of its provisions, in which case the city council may still exercise the powers conferred upon it under the City Act to prescribe the duties of the fire department. In cities where no vote is taken, or where a majority favours the adoption of the two-platoon system, the fire chief will divide the officers and employees of the fire depart-

ment into two platoons, one for ten hours' day duty and the other for fourteen hours' night duty. Each platoon will change at least once in seven days from day to night duty or *vice versa*. No platoon may be on duty for more than 24 consecutive hours, after which period 24 consecutive hours off duty must be allowed. Employees may, however, be required to remain in attendance during the continuance of a conflagration. No deduction from pay or holidays by reason of the provisions of the Act is permitted. A penalty of not less than \$10 or more than \$100 is provided for infringement of the law. The Act differs from the Bill which was introduced in 1924 only in containing the clause which provides for a vote of the ratepayers.

The Fire Departments Two-Platoon Act of Nova Scotia applies to cities having a population of at least 30,000, on condition that a resolution approving of the Act has been passed by a majority of the city council. Where the system is adopted, one of two plans may be followed. Under the first plan, a platoon may be kept on duty for twenty-four consecutive hours, after which it is allowed twenty-four consecutive hours off duty. Under the second plan, one platoon would be on duty for day work for ten hours and the other platoon for fourteen hours night duty, each platoon to alternate at least once in six days from day to night duty or *vice versa*. Provision is made for the attendance of all officers and employees of a fire department in case of a conflagration. No deduction may be made from pay or holidays of employees by reason of the provisions of the Act.

An amendment of the British Columbia Factories Act deals with overtime and night work of women and young girls in the business of fish canning and curing or in fruit packing during the time of fish runs or in the fruit season. Such overtime is now conditional upon the written consent of such girls or women or their parents or guardians.

A subsection is added to the same Act which provides that, where the inspector is satisfied that the exigencies of trade require any laundry to be operated for a longer period than is provided by the Act (7 a.m. to 7 p.m.) or on a holiday, he may grant such exemption as will meet the requirements of the trade, but in no case may working hours exceed those laid down in the Hours of Work Act.

An amendment to the Alberta Factories Act brings oil and gas well-drilling plants and rigs within the scope of the Act. This amendment, which came into force by proclamation on April 1, 1928, carries out a suggestion contained in the report of the commission appointed to investigate the subject of the forty-eight-hour working week in factories, shops, and offices, which was presented during the session. The commission heard representatives from the oil well-drillers of the Turner Valley field, who stated that they were working on a twelve-hour shift, and that, except in extremely cold weather, when they were not required to work, their work is continuous. The commission considered that the case might be met by an amendment to the Factories Act.

The Manitoba Mines Act was amended to authorize the Lieutenant-Governor in Council to make regulations fixing, among other things, the maximum number of working hours.

The Town Act of Saskatchewan was revised and consolidated, among the sections amended being that relating to the closing of shops. The hours between which shops might close for half-holidays under a town by-law were formerly 1 p.m. and 5 a.m. of the following day. The clause as revised provides for closing at 12 o'clock noon or such later hour as may be deemed advisable. Ladies' hairdressing, manicuring, or beauty parlors are now included in the list of shops to which closing by-laws apply. A new clause forbids the sale by auction during the hours when shops are closed, of goods of the class ordinarily sold in those shops.

The City Act of the same province was amended by adding provisions similar to the last two cited above.

In Alberta the revised and consolidated Town Act authorizes town councils to pass by-laws requiring that during the whole or any part of the year any class of shops shall be closed on any one day of the week after twelve o'clock noon or such later hour as may be deemed advisable. After closing hours, however, chemists and druggists may sell medicines, etc., and other shops may supply articles necessary on account of emergencies arising from sickness or death. A "shop" includes a barber shop or a hairdressing or beauty parlour, but not a tobacconist's shop, news agency, hotel, inn, victualling or refreshment house.

EMPLOYMENT OF WOMEN AND CHILDREN, MOTHERS' PENSIONS, ETC.

There were a number of enactments relating to women and children in addition to those dealing with hours of labour and wages, which have been given under that heading.

The British Columbia Factories Act was amended to provide that no child may be employed in a factory except by written permission of an inspector, which must specify the hours of employment per day, not exceeding six. Formerly the employment of children was permitted in the business of fish canning and curing or in fruit packing, during the time of fish runs or in the fruit seasons.

The Manitoba Mines Act was amended to provide for the making of regulations by the Lieutenant-Governor in Council, regulating, among other things, the age and sex of persons employed in mines.

The revised and amended Metalliferous Mines and Quarries Regulation Act of Nova Scotia raises the minimum age for the employment of boys from twelve to sixteen years.

The Coal Mines Regulation Act of the same province, which consolidates and extensively amends the law relating to coal mines, raises the minimum age of employment as driver of an animal working a windlass or gin from fourteen to fifteen years.

The Quebec Motor Vehicle Act was amended to forbid the issuing of licenses and permits to drive motor vehicles to persons between the ages of eighteen and twenty-one years unless the written consent of the parent or guardian is obtained.

Changes in the British Columbia Motor Vehicle Act also made more stringent the rules for the granting of permits to minors.

Two changes were made in the Saskatchewan law governing mothers' allowances. The first permits the wife of an inmate of a sanitarium for tubercular patients to receive benefits under the Act. The second requires the husband of any beneficiary to have been a resident of Saskatchewan at the time of his death or disablement.

The Alberta Mothers' Allowance Act was amended to provide that a woman to whom an allowance is granted whilst she is a resident of a municipality shall be deemed to be a resident of that municipality as long as she remains in the province. A woman who was in receipt of an allowance on April 1, 1926, is, so long as she remains in Saskatchewan, deemed to be a resident of the municipality in which she resided immediately prior to that date.

WORKMEN'S COMPENSATION

The Parliament of Canada amended the Act to provide compensation where employees of His Majesty are killed or suffer injuries while performing their duties. This Act was passed in 1918 and enabled employees of the Government to claim compensation for injuries under the law of the province where

the accident happened. The amendment is designed to remedy the situation arising from the fact that Prince Edward Island has no general workmen's compensation law, and makes the law of New Brunswick applicable to employees of the Federal Government employed in Prince Edward Island.

The Nova Scotia Workmen's Compensation Act was amended to provide that payments to a widow who has become entitled to compensation while a resident of Nova Scotia shall not be forfeited or reduced merely by reason of her absence from the province. A further amendment authorizes the board to expend a sum not exceeding \$20,000 per annum for the purpose of rehabilitating injured workmen, and also, where necessary, to supply an artificial member or members or other apparatus and keep it in repair for one year.

An Act relating to the Workmen's Compensation Board Rates in Certain Industries of the same province provides that the rates of assessment for the year 1927 upon owners of vessels engaged in the fishing industry or upon employers engaged in lumbering operations shall not be greater than the rates in force during the year 1926. The preamble to the Act states that the Workmen's Compensation Board allege that the increased rates in the fishing industry were made necessary by unprecedented disasters to the Lunenburg fishing fleet in 1926, and that the masters and owners allege that the higher rate would be so burdensome to the industry that many would be obliged to discontinue fishing. The preamble further states that the rate levied upon the lumbering industry has been found burdensome, especially during the present depression, and that, as lumbering and fishing are two important basic industries, it is desirable that no increase be made in the rates until such time as the revaluation of the reserves being conducted by the Government is completed, and pending a thorough inquiry by competent investigators into the effect of compensation rates in these industries.

In Quebec an amendment to the Workmen's Compensation Act of 1926 postponed the coming into force of that Act from April 1, 1927, until April 1, 1928.

The Alberta Workmen's Compensation Act (Accident Fund) was amended to provide that, where the board deems it advisable to furnish better or further education to any child, it may extend the period during which compensation is payable to such child beyond the age of sixteen years, but in no case beyond the age of eighteen years. Provision is made that the board may recover sums due by an employer by filing a certificate with the clerk of the Supreme Court or of a District Court instead of by action as formerly. Provision is also made for the payment, as from the first day of April, 1927, of lump sums or periodical payments or both to any workman who, since June 30, 1921, has been seriously and permanently disfigured about the face or head or otherwise permanently injured. A further amendment raises the maximum amount of compensation payable in any case from \$1,140 per annum to \$1,250 per annum.

REGULATION AND INSPECTION OF MINES

In Nova Scotia the Coal Mines Regulation Act and the Metalliferous Mines and Quarries Regulation Act were revised and consolidated and extensive changes effected. The mining laws of Alberta, Quebec and Manitoba were also amended. Some of the amendments concern the employment of children, and wages and hours of labour, and will be found under those headings.

In the revision of the Nova Scotia Coal Mines Regulation Act, many changes were made and the provisions rearranged.

Parts I and II deal with management and qualifications for employees. No person who does not possess a mine manager's certificate may have charge of, direct or control work or operations at any mine or group of mines or interfere with any manager, underground manager, overman or mine examiner in the

discharge of his duties. The Board of Examiners is charged with the duty of preparing and examining all examination papers used in the conduct of examinations.

There are a number of new provisions in regard to qualifications. The holder of a first-class certificate of competency under the British Coal Mines Act, 1911, may be a candidate for manager. A candidate for overman must be a holder of a certificate of competency as a mine examiner. The three years' practical experience required of candidates for mine examiner must now be gained in a mine in the province of Nova Scotia. The Act provides for two classes of certificates of competency for coal miners. An applicant for a second-class certificate must be at least eighteen years of age and have been employed underground in a coal mine in Nova Scotia for at least one year. An applicant for a first-class certificate must possess a second-class certificate, and, in addition, at least one year's experience at the working face in a coal mine in Nova Scotia. The provision that the year's experience necessary must be gained within the province of Nova Scotia incorporates in the Act a ruling made some time ago by the Department of Public Works and Mines. This ruling, which was based on an interpretation of the old Act, was given in the *Labour Gazette* for February, 1927, at page 128.

Under the new Act a person employed to mine coal under authority of a second-class certificate must be constantly accompanied by and under the direction and control of a holder of a first-class certificate. A steam boiler must be in charge of a person possessed of a certificate as a stationary engineer or a license as a fireman. No shots may be fired except by a mine examiner. The examiner is also entrusted with the safety of the part of the mine assigned to him and the workmen employed therein. The deputy inspector must at least once a month make careful inquiries at every mine within his jurisdiction as to the size of the section of the mine which is assigned to every mine examiner, and if he considers that, owing to the size of the section or any other cause, the mine examiner is unable to carry out his duties in a thorough manner, or that there exists anything dangerous or defective, he shall order the owner, agent or manager to remedy the matter immediately.

Returns made by the owner, agent or manager of a mine must now show the number of persons employed underground and above ground, distinguishing the persons and different classes employed underground and above ground.

Part III of the Act deals with inspection and contains several new provisions. The inspector is authorized to close a mine or a portion of it or to stop all work if he considers such action necessary for the safety of those employed in the mine. If, owing to any order for the remedying of defects or the closing of a mine or part of it or the stopping of work, a question arises for settlement, the order must be complied with pending the settlement, subject to an appeal to the minister. Dangerous conditions arising from old or abandoned workings are to be reported immediately by the deputy inspector to the inspector, who in his turn will report to the minister. The inspector, under instructions from the minister, will examine the locality and issue directions governing operations (if any) until the dangerous condition is overcome.

Part IV contains provisions as to safety, including many new and stringent regulations as to ventilation; the custody and use of locked safety lamps; the firing of shots; the use of underground haulage roads and the provision of sufficient man-holes or places of refuge; and certificates of physical competency for operators of mechanical apparatus. The minimum age for employment as driver of an animal working a windlass or gin is raised from fourteen to fifteen years.

Part V, which is entirely new, is devoted to mine rescue work and provides that the owner, agent or manager of a mine shall provide and keep on hand at

every colliery properly constructed ambulances, stretchers, and other medical supplies and appliances deemed necessary for giving first-aid. Oxygen helmets and other mine-rescue apparatus must be kept on hand and constantly maintained in workable condition. Provision is made for the organization of trained mine-rescue corps and the establishment of mine-rescue stations. These provisions as to rescue work do not apply to mines ordinarily employing fewer than thirty persons underground, or to mines exempted by order of the minister, but two or more mines may be grouped by the minister for the purpose of mine-rescue work, and when so grouped will be deemed to be one mine.

Parts VI, VII, and VIII deal respectively with employment and wages, investigations, and submarine areas, and contain little new matter.

Part IX contains a number of new general rules to be observed as far as reasonably practicable at every mine. These rules set forth the duties of the manager, underground manager, overman, mine examiners, mine examiners who are shot-firers, stablemen and drivers, and stationary engineers. Rules 21-26 deal with precautions against coal dust, and will come into force on January 1, 1928, unless the time is further extended by the inspector.

Part X contains the same provisions with regard to special rules as the old Act.

Part XI is entirely new and directs the provision and maintenance of suitable wash-houses at mines where more than twelve persons are ordinarily employed.

Part XII deals with notices and is practically all old legislation.

The Nova Scotia law relating to metalliferous mines and quarries was also revised and consolidated under the new title "The Metalliferous Mines and Quarries Regulation Act," and contains a number of new provisions. The minimum age for the employment of boys is raised from twelve to sixteen years. Wages may be paid only at the mine or at the general office of the company, and no deductions of any kind may be made without the written consent of the employee. Provision is made for the conduct of inquests, in cases of fatal accidents, by the coroner nearest the mine, unless he is interested in the operation or management of the mine, in which case he is ineligible to act and must be replaced by another coroner or justice of the peace not so interested. The inspector, and any person authorized to act on his behalf, is entitled to be present at any inquest and to examine or cross-examine any witness. If the inspector or his representative is not present, the coroner may adjourn the inquest and give the minister not less than four days' notice of the time and place at which the evidence is to be taken. A certified copy of the evidence, together with the verdict and any recommendations as to the prevention of future accidents must be forwarded to the minister. Additional safety measures to be taken at abandoned mines are also included in the Act. The inspector is authorized to give written notice to the owner, agent or manager of any mine of anything dangerous or defective, and require it to be remedied within the time named in the notice. He is also given power to order a cessation of work or take any measures necessary for the health and safety of employees. The general rules include a number of new provisions relating to the care and use of explosives, signalling, fencing of shafts, scaling, escapement shafts, hoisting, ladderways, protection of machinery, and operation of steam boilers. Dressing rooms must have supplies of clean cold and warm water. A properly constructed stretcher and adequate first-aid service must be kept at every mine and, if poisonous gasses are used or produced, satisfactory antidotes and washes must be kept in a conspicuous place, properly labelled and with explicit directions for use.

A number of changes were made in the Alberta Mines Act. From September 30, 1927, no person may be employed at the working face unless he hold a certificate of competency as a coal miner. A section was added which provides for

the appointment of district boards of examiners, consisting of a district inspector, a mine manager or overman, and a working miner, to examine candidates for coal miners' certificates. No person is eligible to receive a certificate unless he is at least eighteen years of age and has been employed in some capacity underground for at least one year prior to making his application. Any person who was employed at the working face on May 1, 1927, or had been so employed at any time within the twelve months immediately preceding that date, will be deemed to have been employed in some capacity underground for at least one year, provided he submits himself for examination not later than December 31, 1927. A provisional certificate for a period not exceeding sixty days may be granted by the inspector of mines to any person who has the necessary qualifications of a candidate for examination. Authority is given for the granting by the chief inspector to the holder of a third-class certificate of a provisional certificate permitting him to act as overman in a mine in which not more than ten persons are employed underground. The mine in which he is to act must be specified in the certificate, which may be issued for a period ending not later than sixty days after the next examination. In the case of a mine employing not more than five persons underground, the chief inspector may grant a provisional certificate to any person who has had at least five years' experience underground authorizing him to act as overman for the time and in the mine specified in the certificate. A further amendment repeals the clause in the Mines Act which allowed the granting of provisional certificates to persons to act as shot-lighters or mine examiners in mines where locked safety lamps are required to be used. The section which authorized the granting of a provisional certificate as overman to any person having five years' practical experience was struck out, as was also the provision that, in mines in which less than thirty persons are employed, permission might be given by the minister to place operations underground in charge of a competent person known to the chief inspector. Such operation must be in charge of a person holding a second-class certificate. No mine manager may be in control of more than two mines and may only be manager of two when these are not more than two miles apart. The chief inspector may, however, authorize a mine manager to control two mines more than two miles apart provided they belong to the same owner.

Rules are laid down to govern the appointment of a check-weigher, which is to be made by the persons employed at the mine whose wages are based upon the weight of mineral gotten by them, attending a meeting called upon at least forty-eight hours' notice. The meeting must remain open, for the purpose of receiving nominations, for at least thirty minutes after being called to order, and all nominations must be in writing. If more than one nomination is made, an election is to be held by secret ballot at the mine on the third working day after the meeting. A person who is or has been a practical working miner may be chosen as check-weigher. In the event of any dispute as to the regularity of an election, the chief inspector may by order declare the election to be void and direct another election to be held which he may supervise. Requests that the wages of a check-weigher be paid from the offices of the mine may be made by a committee of two appointed at a meeting of the miners who have engaged the check-weigher. A person who is or has been a practical working miner may be appointed as checker provided he has the necessary three years' experience and is a resident of the province. The appointment of the checker is to be made in the same manner as that of the check-weigher. Provision is made for the appointment of deputy district inspectors. Persons appointed to this office must hold first-class certificates. In all mines where locked safety lamps are required to be used, gas detector readings or observations must be taken daily with an approved gas detector in the return airways of each district, or split at a point, not more than one hundred feet from the last working place therein and a record of such readings or observations made in a book to be kept for the purpose and

signed by the person making the reading or observation. Inspection in mines where gas has been found within the preceding twelve months must now be made within three hours of the time each shift commences work, instead of within four hours of that time as formerly. The clause which provided that, for the purpose of the above-mentioned inspection, two or more shifts succeeding one another should be deemed to be one shift, is repealed.

Locked safety lamps used in examinations required by the Act must be of a flame type. Where safety lamps are used at a mine, one or more persons are to be appointed by the owner, agents or manager to see that such lamps are kept cleaned and in good order; formerly this rule only applied where forty or more lamps were used. The clause which provided that not more than one shot should be fired at one time in a working face in coal unless the shot were fired by electricity, was replaced by a clause providing that not more than one shot may be fired at any one time except in tunnels, shafts and slopes whilst being driven in rock. Signals and guides in shafts of a depth greater than fifty feet and signals on underground planes must now be provided in all cases, the provision for written exemption by the chief inspector having been repealed.

The Mining Act of Quebec was amended to require the person operating a mine or quarry, or his representative, to send to the Minister of Colonization, Mines and Fisheries a written notice of any accident happening by reason of or in the course of the work. Formerly a notice was only compulsory in case of accidents resulting in loss of life or serious injury.

The Mines Act of Manitoba was amended to permit the making of regulations by the Lieutenant-Governor in Council for regulating the age and sex of persons who may be employed in mines, and for setting the maximum number of working hours; for the protection of workmen employed in and about mines, including the care and use of explosives; for the installation of proper ventilation and sanitary conveniences; for the protection of all working places; for provision of suitable dressing rooms, equipment and means of furnishing first aid to the injured; for the safety of cranes and all hoisting and lowering equipment; for the use of electricity; for fire prevention precautions and firefighting appliances; for the inspection of mines and mine works, and for safety measures in connection with unworked mines. The rules contained in section 49 of the Act may be repealed or amended and penalties may be prescribed for infraction of regulations.

SAFETY AND HEALTH

In addition to the safety provisions of the laws governing mines, which are given under Inspection and Regulation of Mines, a number of enactments of the year deal with safety and health.

An amendment to the Canadian National Railway Act gives the Board of Railway Commissioners jurisdiction over maintenance in so far as such maintenance affects the safety and protection of railway employees and passengers.

The Manitoba Factories Act was amended to empower the Lieutenant-Governor in Council to make regulations governing manufactures and trades in which there is a special fire-hazard, such as dry cleaning and dry dyeing, cleaning and pressing businesses, and the storage, sale, carriage and disposal of gasoline or other inflammable material. These regulations may require that persons carrying on such businesses should take out an annual license.

The Saskatchewan Factories Act was amended to require the use of mechanical devices for removing dust, gases and other impurities from the atmosphere of work rooms.

An amendment to the Alberta Boilers Act requires that all boilers carrying a working pressure of twenty pounds or more must be in the continuous charge of an engineer or fireman holding a certificate under the Act. The Bureau of Labour is charged with the administration of the Act.

The General Assembly of Prince Edward Island passed a new Public Health Act containing several provisions of labour interest which were not included in the Act of 1908. A house is defined to include a factory, which is thus subject to inspection and regulation. The Provincial Board of Health (which is the Lieutenant-Governor in Council) is charged with the duty of inquiring into the causes of varying rates of mortality and the effects of localities, employments, conditions, habits and other circumstances upon the health of the people. Regulations may be made governing various matters, among which is included the licensing of plumbers. No person may establish, conduct or maintain a camp or boarding house for the accommodation of his employees without a written permit from a local medical officer of the district in which such camp or boarding house is to be established, stating that the sanitary conditions of the house or camp are satisfactory. This permit may be revoked at any time by the medical officer if he considers that the sanitary conditions are unsatisfactory or that any occupant not immune to vaccination against smallpox has not been successfully vaccinated within five years.

REGISTRATION OF UNION LABELS

An amendment to the Trade Mark and Design Act enacted by the Parliament of Canada provides for the registration of union labels. A full description of this Act was contained in the annual report of the department for 1926-27, at pages 7-8.

VOCATIONAL EDUCATION

An amendment to the New Brunswick Vocational Education Act extends the time during which vocational committees may be reimbursed for expenditures on buildings or parts of buildings to June 30, 1927.

The Public Schools Act of British Columbia was amended to authorize the Council of Public Instruction, on the application of the boards of school trustees of two or more adjoining municipal school districts, to unite the districts for the purpose of constituting a technical school area, and to establish one or more technical schools therein. Provision is made for the management of these schools.

TAXATION OF NON-RESIDENT EMPLOYEES

An Act to Prohibit the Levying of Taxes on Persons Outside of a Municipality who Work Therein was passed by the Legislature of Quebec. This Act forbids a municipality having a population of 5,000 or more to levy any tax, duty or assessment upon any person working within the limits of its territory for the sole reason that such person does not reside within the municipality. Existing by-laws or other ordinances imposing such taxes cease to have effect from April 1, 1927, the date of the coming into force of the Act. Taxes which were due on that date may, however, be collected.

ADVANCE POLLS

The Quebec Election Act was amended to provide for the establishment of special polling stations for railway employees, navigators and commercial travellers. These stations will be open from 1 p.m. to 10 p.m. of the two days which are not holidays immediately before the general polling date. Each

elector wishing to vote at a special polling station must obtain a certificate which will be furnished to him free by the returning officer. A voter who has obtained a certificate may vote at any polling station in the district, delivering his certificate to the deputy returning officer and signing in his presence a declaration that he is the elector mentioned in the certificate and is a railway employee, navigator or commercial traveller, and also that he expects to be absent from home on polling day in pursuit of his occupation.

PENSIONS, ETC.

The Ontario Power Commission Insurance Act enables the Hydro-Electric Power Commission to make agreements with municipal authorities authorizing the commission to contract with an insurance corporation for insurance of the employees of such municipal authority by way of service annuities, income annuities, death or disability benefits or such other benefits as the commission may deem expedient. The cost of insurance and of the administration and operation of the contract is to be borne by the municipal authority. The amount of the contribution by employees and other matters are to be dealt with in regulations made by the commission with the approval of the Lieutenant-Governor in Council.

Sections were added to the Public Service Superannuation Act of the same province, providing that an allowance payable to an employee incapable of managing his own affairs shall be paid to his committee or to a member of his family.

The British Columbia Superannuation Act was amended to provide that, upon application in writing from 75 per cent of all the employees or of the employees of any group of permanent employees, a municipality must adopt a superannuation scheme as provided by the Act, paying from the revenues all contributions required from it as an employer. The Act, which was passed in 1921, entitles a fireman to superannuation at fifty years of age, a policeman at fifty-five years, and other employees at sixty years in the case of men, and fifty-five years in the case of women. Persons retired owing to mental or physical disability are also entitled to allowances. An agreement is to be made between the employer and employees for the deduction from the wages of employees over thirty-five years of age of not less than 4 per cent and not more than 8 per cent of wages, the employer contributing an equal amount *plus* 1 per cent towards a reserve fund. The rate may not be greater than 7 per cent if the employee is under fifty years of age or greater than 6 per cent if he is under forty-five years of age, or above 5 per cent if he is under forty years of age. Special voluntary contributions may be made by or on behalf of any employee. Interest at the rate of 5 per cent per annum is credited semi-annually to the account of each employee. The superannuation allowance consists of the sum to which the amount at the employee's credit, together with a like amount taken from his employer's account and special contributions, if any (all with accrued interest), would entitle him according to the prescribed tables then in force. Any additional allowance payable from the special reserve fund is also added. The pension may be granted on any one of three plans: a single life allowance payable for the lifetime of the contributor; a guaranteed allowance payable for the lifetime of the contributor or for a certain term of years, whichever period is longer; or a joint life and "last survivor" pension, payable during the joint life of the contributor and any person nominated by him prior

to the granting of the allowance, and during the lifetime of the survivor. In the event of the death or dismissal of the contributor before he has been granted a superannuation allowance, the amount to his credit in the Superannuation Fund is refunded to his personal representative or to him as the case may be.

The Civil Service Superannuation Act of Saskatchewan provides for the superannuation of civil servants at the age of 65 years in the case of men and 60 years in the case of women, provision being made, however, for the services of any person to be continued for a further period of five years. Contributions are made by the deduction of four per cent from the salary of each civil servant, such contributions to cease after thirty-five years service. Allowances are payable to civil servants who have completed ten years service and retired, having reached the age of retirement, or owing to ill health or physical or mental incapacity. In the latter case the Civil Service Superannuation Board must declare the applicant to be entitled to superannuation. The allowance consists of one-fiftieth of the average salary for the three years preceding retirement, multiplied by the total number of years of continuous service up to thirty-five years. On the death of a superannuated civil servant, one-half of his allowance is payable to his widow, with an additional ten per cent for each child under 18 years of age, the total amount payable in respect of children not to exceed twenty-five per cent of the allowance. The same allowance is payable to the widow and children of a civil servant who dies after ten years' service. A lump sum not exceeding the total amount of contributions with interest is payable to heirs in the case of death before ten years' service has been completed.

IX. THE LIBRARY OF THE DEPARTMENT

The library of the Department of Labour was organized in 1900 when the department was created, and has steadily increased its collection of documents since that time. Through the exchange of publications with departments of other Governments carrying on work along similar lines, the department is kept in touch with labour matters in almost all countries of the world.

In addition to the official publications thus received, there is a valuable collection of publications of labour organizations and periodicals and newspapers published in the interests of organized labour. Included in this section are copies of the reports of the annual meetings of Canadian trade unions, the so-called "international unions," the American Federation of Labour, the Trades Union Congress of Great Britain and federated labour bodies in other countries. The department has made a special effort in recent years to obtain copies of early labour papers published in Canada and has met with some success, but, unfortunately, many of those into whose hands such documents fall are unaware of their value and, accordingly, they are discarded.

A very complete collection of volumes dealing with labour problems and legislation is supplemented by books for reference and volumes on general economic subjects, history and law, about 125 such volumes being added during the fiscal year. Since the enactment of the Combines Investigation Act, 1923, the section on industrial combinations has been greatly enlarged. There is, also, a comprehensive collection of books on vocational education and related subjects. The numerous publications of the International Labour Office provide a valuable source of information regarding the labour movements and legislation of other countries. The library receives annually about 600 periodicals, many of which are kept in bound form for permanent reference. A large number of these are British and foreign Government publications and are received free of charge in exchange for the *Labour Gazette*.

The primary purpose of the library is to serve as an information centre for the officers of the department and the library staff assumes the task of putting before the officers concerned the current information of interest to them. In addition to sending daily to the various branches of the department the Government reports, pamphlets and periodicals received, according to their subject-matter, a newspaper service is maintained, about 160 newspapers being clipped, including, besides Canadian papers, the *London Times* and *Manchester Guardian*, three New York dailies, and one each from Australia, New Zealand, and South Africa. The compilation of information on special subjects has been greatly facilitated in recent years by the detailed indexing of the entire library collection with the exception of the publications of labour organizations. The library catalogue, containing some 93,000 typed cards, permits ready reference on a large variety of subjects to all sections of the library, including periodicals, Government reports, pamphlets and press clippings.

Subject to the requirements of the departmental officers, the services of the library are at the disposal of the general public, and frequent use is made of its material by students from the Canadian universities and by others interested in labour problems. Books are sent by mail, wherever possible, to any persons wishing to borrow them and special information and bibliographies are compiled when required.

X. COMBINES INVESTIGATION ACT

The present annual report of proceedings under the Combines Investigation Act covers the fiscal year April, 1927, to March 31, 1928. It constitutes the fifth annual report of proceedings under the statute.

The Combines Investigation Act, formerly chapter 9 of the 1923 statutes, now appears as chapter 26 of the Revised Statutes, 1927. Certain changes of arrangement and expression were made by the Statute Revision Commission, among which changes the following are to be noted.

The short title of the statute is now "the Combines Investigation Act". Formerly it was referred to officially as "the Combines Investigation Act, 1923".

The wording of the definition of a "combine" has been transposed, and now appears as follows, as the first subsection of section 2:—

In this Act, unless the context otherwise requires,

(1) combines which have operated or are likely to operate to the detriment or against the interest of the public, whether consumers, producers or others, and which

(a) are mergers, trusts or monopolies, so called; or

(b) result from the purchase, lease, or other acquisition by any person of any control over or interest in the whole or part of the business of any other person; or

(c) result from an actual or tacit contract, agreement, arrangement, or combination which has or is designed to have the effect of

(i) limiting facilities for transporting, producing, manufacturing, supplying, storing or dealing, or

(ii) preventing, limiting or lessening manufacture or production, or

(iii) fixing a common price or a resale price, or a common rental, or a common cost of storage or transportation, or

(iv) enhancing the price, rental or cost of article, rental, storage or transportation, or

(v) preventing or lessening competition in, or substantially controlling within any particular area or district or generally, production, manufacture, purchase, barter, sale, storage, transportation, insurance or supply, or

(vi) otherwise restraining or injuring trade or commerce,

are described by the word "combine".

Section 18 of the Act as passed in 1923, in referring to oral evidence or documents which may tend to criminate any person giving evidence during an investigation or subject him to any proceeding or penalty, provided also, "*but no such evidence* so given shall be used or receivable against such person in any criminal proceedings thereafter instituted against him, other than a prosecution for perjury in giving evidence upon such investigation, inquiry, cause or proceeding." The Hansard record shows clearly that the intention of Parliament was to exclude from any prosecution proceedings all *oral evidence* given during an investigation, but not to exclude *documents* produced during an investigation; otherwise an offender, anticipating criminal prosecution, could secure protection from incriminating records simply by presenting them during the investigation. All doubt on this point has been removed by the Statute Revision Commission through the insertion of the word "oral" before the word "evidence" in the clause above quoted, which now reads, "*but no such oral evidence* so given shall be used or receivable against any such person in any criminal proceedings"

PROPRIETARY ARTICLES TRADE ASSOCIATION

The annual report for 1926-27 contained an account of the first investigation into the Proprietary Articles Trade Association, an alleged combine of wholesale and retail druggists and manufacturers, established to fix and maintain

resale prices of proprietary medicines and toilet articles. Upon the request of the officers of the Proprietary Articles Trade Association, the association was accorded an opportunity for a further presentation of its case, and the inquiry of the registrar was followed by a further inquiry conducted by Mr. L. V. O'Connor, barrister, of Lindsay, Ont., as commissioner. As stated in the previous annual report, this second investigation was commenced in Montreal on January 7, 1927, and was continued into the present fiscal year.

Throughout the inquiry the association continued to be represented by the late Sir William S. Glyn-Jones, founder and former secretary of the Proprietary Articles Trade Association of Great Britain, by Mr. J. C. McRuer, of Toronto, Mr. F. S. Mearns, of Toronto, and Mr. Alexander Cinq-Mars, K.C., of Montreal, barristers, and Mr. Harry Hereford, of Montreal, industrial engineer. Mr. A. R. McMaster, K.C., of Montreal, acted as counsel to conduct the investigation before the commissioner. The taking of evidence was concluded on May 7, 1927, when eighty-three witnesses had been examined. Sittings were held at Toronto, Montreal, and Winnipeg. In the service of the commission Messrs. McDonald, Currie and Company, chartered accountants, of Montreal, made a thorough investigation into the business of several members of the wholesale and retail trade. The hearings of the commission, including argument, were concluded at Lindsay, Ont., on June 11, 1927; the report of the commissioner was submitted to the Minister of Labour on October 26, 1927, and was made public the following day.

The commissioner found the Proprietary Articles Trade Association to be a combine within the meaning of the Combines Investigation Act. After an extensive review of the evidence submitted in the course of the investigation, the report is concluded with the following statement:—

For the reasons above mentioned, and having in mind that persons engaged in the trade may legally organize for their mutual protection and advancement (so long as the interests of the public are not unduly impaired), I am thoroughly convinced that the Proprietary Articles Trade Association, all-embracing as it is, or as it is designed to be, in its control of the entire trade in nationally advertised proprietary medicines and toilet articles, is an organization which has operated and is likely to operate to the detriment of and against the interest of the public.

In this respect the commissioner's finding confirms that of the registrar as expressed in the interim report. In his opinion, the public interest is detrimentally affected by the operations of the Proprietary Articles Trade Association, through its effect in enhancing prices, or preventing reductions of prices charged by certain types of retailers serving a substantial portion of the public; through imposing on all distributors, regardless of their costs of operation, the same margin of profit for any given article; attempting to compel manufacturers to become members of the association; preventing retail druggists from securing the advantages of club buying; impeding the development of co-operative societies; and forcing goods through certain channels of trade.

Details of the origin, objects and methods of operation of the Proprietary Articles Trade Association were included in the previous annual report. Briefly, the measures adopted by the association, which was modelled on a similar British organization, were the linking up of the three sections of the trade through agreements, binding them not to supply any article on the association's price list to any wholesaler or retailer who sold any one of these articles below the minimum price. By means of a stop-list circulated to its members, the trade was kept informed of those to whom supplies were to be refused. The first price list contained about 600 well-known proprietary articles, and the purpose was to extend the list to include ultimately the whole field of nationally-advertised proprietary medicines and toilet articles.

The association asserted that it did not fix prices, that all it attempted to do was to "cause the manufacturer to give to the wholesale and retail distributor a fair and reasonable reward for the distribution of his goods"; and that it was

the manufacturer who fixed the resale price. This price, it was added, must permit a satisfactory return to the wholesaler and retailer, otherwise the article was refused a place on the association's list. The avowed aim of the association was a wholesale margin of $16\frac{2}{3}$ per cent and a retail margin of $33\frac{1}{3}$ per cent, but something less than these margins had been allowed on many articles previously cut. The commissioner pointed out that, "in order to comply with the terms of the association in the matter of spread, the manufacturer whose hitherto fixed price has not been sufficient in the eyes of the association must advance the price to the public or must reduce his own sale price to the wholesaler and the retailer. In either event, the operation of the association leads to the enhancement of price to the consuming public or to loss and detriment to the manufacturer."

The Proprietary Articles Trade Association comprised 157 manufacturers, or about one-third of the eligible number. The commissioner expressed the opinion that "there does not seem to be any doubt but that the association purposes to compel the manufacturers to accept membership," the retailers being urged by the leaders of the association time and time again to push the sale of Proprietary Articles Trade Association articles, and to decline to handle as far as possible non-Proprietary Articles Trade Association goods. Mr. O'Connor stated that there is "quite conclusive evidence that members of the association have actually put into effect these suggestions."

The commissioner noted the development of department stores, mail order houses, chain stores, and large individual businesses, and the competitive influence of such concerns buying in large quantities at large discounts, usually direct from the manufacturer, with a rapid turn-over, restricted credit, and, in the case of chain stores, limited delivery service, and, on the whole, lower operating costs reflected in lower prices. "This system of merchandising should not be readily suppressed. It acts as a spur to other members of the trade and gives to the consumer a chance to make a saving on the purchase of these goods. Certainly, no encouragement should be given to the predatory cut-rater, but the progressive merchant who can make a profit on a mark-up less than the average retail druggist should not be lightly interfered with."

The report deprecated as unfair the cutting of prices below cost: "Extreme or predatory cutting certainly is an evil; it gives a false impression to the public at large." On the other hand, the commissioner stated: "The predatory cut-rater is not by any means the dominant factor in the merchandising of proprietary articles. But in addition to curbing his activities, the association places a heavy handicap on the retailer whose lower prices represent lower operating costs." "Prior to the advent of the association a very large part of the consuming public in Canada had been purchasing these goods at prices considerably less than those set out in the association's list."

Referring to the co-operative movement, Mr. O'Connor pointed out that the Proprietary Articles Trade Association did not allow any bonus or dividend to be paid on purchases, thus striking at one of the fundamental principles of the movement. "Objection is taken by co-operative societies to the principle of the Proprietary Articles Trade Association in what they claim is its attempt to interfere with their method of distribution of profits or savings. They fear that if the principle of the Proprietary Articles Trade Association in regard to proprietary articles is established, the same will spread to many other branded articles, such as groceries, boots and shoes, hardware and the like, and will be a decided detriment to the people of the middle west who are served by them." The commissioner's conclusion on this point was that "the restrictions imposed on the co-operative societies will impede or destroy the co-operative movement."

The practice among retail druggists of forming buying groups in order to obtain larger quantity discounts was prohibited by the Proprietary Articles Trade Association, which thus, in the commissioner's opinion, "stands in the way of many retail druggists obtaining their goods at an advantageous price, and these retail druggists are in consequence the less able to compete with the large and financially strong retailer and with the cut-rater." Mr. O'Connor stated that "the restrictions of the association in regard to club buying and the handling of Proprietary Articles Trade Association goods by the methods ordinarily adopted by the retailers' co-operative companies are imposed solely for the benefit of the wholesaler. In my view this is not a reasonable regulation for the protection of the trade. It is an unnecessary interference with the retailer."

The commissioner recognized the service to the community rendered by both retail and wholesale druggist, and the hardships under which they have been operating in the face of such competition as that of the department stores, the mail order houses and the chain stores. He also recognized that the distributor is entitled to a fair return for his services, but he was satisfied that "there is of course no one uniform price which can be regarded as fair and reasonable. With operating costs varying from 18 per cent to 30 per cent, it is obvious that what is a reasonable return to the man whose costs are at the maximum are unreasonably high for the man at the other extreme." The Proprietary Articles Trade Association, however, imposed on all druggists "one minimum price for each article, which price may represent an advance or may represent a reduction, according to the character of the particular business." In other words, the Proprietary Articles Trade Association was formed to impose, by the instrument of the stop-list, a compulsion upon the consumer to pay enhanced prices which otherwise he would not be obliged to pay.

Immediately following the publication of the report of the commissioner, the Proprietary Articles Trade Association withdrew its stop-list and ceased operations. Another organization, the Fair Trade League, with methods and objects much similar to those of the Proprietary Articles Trade Association, but operating thus far principally in the grocery trade, also discontinued its activities. In other trades the effect of the decision in the Proprietary Articles Trade Association case has been to discourage the formation of price-maintenance combinations which were under consideration.

OTHER COMPLAINTS AND INQUIRIES

Preliminary investigations have been proceeding, during part of the fiscal year, into certain industries in which it is alleged that foreign as well as domestic competition (so far at least as price is concerned) has been all but eliminated. The formation in recent years of international industrial combinations, in Europe and in America, designed definitely to regulate competition, is having the effect of eliminating the tariff as a measure of social control, or at least of seriously reducing its importance. If international control of the market can be secured, a high tariff is not needed by the industry for its protection. At the same time a reduction in tariff, or even the removal of the tariff, would afford no protection to the public, and the risk would be incurred of a closing down of Canadian factories, leaving the Canadian market to be supplied by foreign-made goods. Tariff or no tariff, or whatever the tariff rate, the product of a foreign branch of such a monopoly will simply not be shipped into the Canadian market to compete with the product made by the Canadian branch of the same

international combination. It remains to be determined, of course, whether these international mergers and agreements, as well as other international combinations of the cartel type, are actually operating, or are likely to operate, to the detriment of the Canadian public.

Other complaints and inquiries concerning primary, manufacturing and distributive industries were received and acted upon during the fiscal year. A number of these, as in previous years, related to difficulties resulting from rapidly changing methods of distribution and new methods of competition, with their resulting disturbances to established business relationships and practices. The points involved in these cases included matters of resale price maintenance, uniform price-fixing agreements by groups of manufacturers and distributors, the withholding of supplies from certain dealers, and other practices alleged to be in restraint of trade and against the interest of the public.

One application for investigation, received shortly before the close of the previous fiscal year, related to an alleged attempt to enforce the purchase of commodities from one source of supply only. In most instances of exclusive dealing, contracts or arrangements, such a provision has not been found to be prejudicial to the interests of the public. The case in question, however, presented unusual circumstances, involving serious limiting of competition in one of the necessities of life. An adjustment satisfactory to the parties and in the public interest was effected by negotiations following a preliminary inquiry; the producing company agreed to withdraw its insistence upon exclusive dealing with itself as a condition accompanying the sale of its products to the distributor.

XI. CANADIAN GOVERNMENT ANNUITIES

The Government Annuities Act, formerly chapter 5 of the statutes of 1908, as amended by chapter 4, 1909; chapters 4 and 5, 1910; chapter 7, 1913; chapter 12, 1920, and chapter 12, 1925, now appears as chapter 7 of the Revised Statutes of 1927.

The statute is designed to encourage and aid the people of Canada in forming habits of thrift so that provisions may be made for old age, and to afford facilities for the attainment of these objects. A Canadian Government Annuity, which is a fixed yearly income paid by the Government of Canada, may be purchased by individuals, or associations on behalf of their members, or by employers on behalf of their employees. Every person resident or domiciled in Canada from five to eighty-five years of age is eligible to purchase an annuity and no medical examination is required. The minimum annuity purchasable on the life of one person, or on the lives of two persons jointly, is \$10, and the maximum amount \$5,000. The cost of an annuity varies with the age of the applicant, the plan of annuity for which application is made, the amount of annuity desired, and the age at which the annuity is to begin. The Dominion Government bears the cost of administration, and there is, therefore, no charge on this account against the annuitant.

There are two classes of annuities, (1) Deferred, and (2) Immediate. Deferred Annuities may be purchased by a lump sum, payment in advance, or by small monthly, quarterly, half-yearly or yearly payments. The earlier in life the purchase is commenced the less a Deferred Annuity costs; it may mature at any age, but it usually begins when the purchaser attains the age of 50, 55, 60 or 65, the age when a person's earning powers are over. Certain plans upon which a Deferred Annuity may be purchased provide that, should the annuitant die before the annuity begins, all the money paid in will be paid back to the annuitant's heirs, with four per cent compound interest added. Annuities may be guaranteed for 10, 15 or 20 years, thus protecting the principal from loss in case the annuitant should die in the early years of the contract. If the annuitant live beyond the guaranteed period, the annuity payments will be continued for his entire life.

Immediate Annuities are purchased by paying in a lump sum, and the annuity payments commence either three months or one month from the date purchase money is received. These annuities may also be guaranteed for ten or more years, as in the case of a Deferred Annuity.

The rate of interest allowed in the calculation of the value of annuities is 4 per cent. There are no loadings in the rates and no deductions are made from the premiums paid for any purpose whatever, the annuitant receiving full benefit for all money paid in, the Government bearing the administration expenses.

The main principles which underlie Government Annuities are as follows: (1) That they are guaranteed by the State having the resources of the Dominion behind them; (2) that there is no forfeiture in case premiums are interrupted or should cease altogether, the only effect being that, if the arrears are not made up, the amount to be received will be proportionately less than if payments had been made in full; (3) that an annuity cannot be seized or levied upon by or under the process of any court; and (4) that it is not taxable by the Dominion Government.

A handbook of information respecting the Canadian Government Annuities system has been published, which anyone may obtain free on application to the

Department of Labour, Annuities Branch. In writing to the department for information the age last birthday should be given, the amount of annuity desired, and the age at which it is wished to have the annuity begin.

During the fiscal year ended March 31, 1928, special efforts were made to bring to the attention of the Canadian people the advantages provided by the Canadian Government Annuity System. Although the Government Annuities Act has been on the statute books for some twenty years, it is only during recent years that the public really became familiar with the system and began to take advantage of the benefits of the legislation.

Thousands of lines of space in the various newspapers, periodicals, etc., were used during 1927-28 to advertise Government Annuities. Explanatory talks were given over the chain of the Canadian National Railways radio broadcasting stations, which extend from coast to coast. Special representatives for the sale of Government Annuities were appointed in the larger centres of population and in many of the smaller towns.

Up to March 31, 1928, 8,936 Government Annuity contracts had been issued. The number of contracts issued during the fiscal year 1927-28 was 1,223, representing an increase of 144 per cent over the number of contracts issued during the corresponding period of the previous year, while the amount of money received for the purchase of annuities, \$3,843,087.96, represents an increase of 104 per cent.

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1928, the total number of annuity contracts issued was 8,936. Of these contracts, 1,023 have been cancelled, leaving in force on March 31, 1928, 7,913 contracts. The total amount of purchase money received during the same period was \$17,431,193.84. The following statement gives the details:—

Sept. 1, 1908 to March 31, 1909,	66	contracts.....	\$	50,391 31
March 31, 1909, " 31, 1910,	566	"		434,490 89
" 31, 1910, " 31, 1911,	1,069	"		393,441 40
" 31, 1911, " 31, 1912,	1,032	"		441,600 60
" 31, 1912, " 31, 1913,	373	"		417,135 50
" 31, 1913, " 31, 1914,	318	"		390,886 72
" 31, 1914, " 31, 1915,	264	"		314,765 29
" 31, 1915, " 31, 1916,	325	"		441,696 09
" 31, 1916, " 31, 1917,	285	"		432,272 40
" 31, 1917, " 31, 1918,	187	"		332,792 01
" 31, 1918, " 31, 1919,	147	"		322,154 23
" 31, 1919, " 31, 1920,	204	"		408,718 78
" 31, 1920, " 31, 1921,	195	"		531,800 45
" 31, 1921, " 31, 1922,	277	"		748,159 73
" 31, 1922, " 31, 1923,	339	"		1,028,353 07
" 31, 1923, " 31, 1924,	409	"		1,458,818 92
" 31, 1924, " 31, 1925,	486	"		1,606,822 03
" 31, 1925, " 31, 1926,	668	"		1,938,921 17
" 31, 1926, " 31, 1927,	503	"		1,894,885 29
" 31, 1927, " 31, 1928,	1,223	"		3,843,087 96
Total.....	8,936			\$17,431,193 84

During the fiscal year ending March 31, 1928, 501 immediate annuities and 722 deferred annuities, a total of 1,223, were purchased, amounting in the aggregate to \$630,360.82, an average of about \$517 per annuitant.

The amount of purchase money received during the same period was \$3,843,087.96.

The number of annuities in force on March 31, 1928, was as follows: immediate, 2,951; deferred, 4,962, or a total of 7,913, and the amount of such annuities was \$2,769,956.10. The amount received on account of the purchase of annuities from September 1, 1908, to March 31, 1928, exclusive of amounts returned to purchasers, was \$17,431,193.84.

GOVERNMENT ANNUITIES FUND STATEMENT, MARCH 31, 1928

ASSETS

Fund on March 31, 1927.....	\$11,446,119 48
Receipts, 1927-28, less payments.....	3,273,364 78
Fund on March 31, 1928.....	\$14,719,484 26
Amount to be transferred by Government to maintain reserve.....	132,844 13
Total.....	\$14,852,328 39

LIABILITIES

Net value of all outstanding contracts.....	\$14,852,328 39
	\$14,852,328 39

RECEIPTS

For Immediate Annuities.....	\$ 3,156,876 78
For Deferred Annuities.....	702,185 20
For refunds.....	500 00
For interest on fund at 4%.....	493,964 97
	\$ 4,353,526 95

PAYMENTS

Payments under Immediate contracts.....	\$ 1,043,765 82
Return of premiums with interest.....	20,422 33
Return of premiums without interest.....	15,974 02
Balance March 31, 1928.....	3,273,364 78
	\$ 4,353,526 95

VALUATION ON MARCH 31, 1928, OF ANNUITY CONTRACTS ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT

	Number	Amount of Annuities	Total value on March 31, 1928, of Annuities purchased
		\$ cts.	\$ cts.
Immediate annuities.....	1,852	831,473 81	6,753,605 00
Immediate, guaranteed.....	774	235,478 02	2,416,183 00
Immediate, last survivor.....	325	172,862 28	1,887,117 00
Deferred annuities.....	4,962	1,530,141 99	3,795,423 39
Totals.....	7,913	2,769,956 10	14,852,328 39

XII. OLD AGE PENSIONS

DOMINION ACT, REGULATIONS, ETC.

Considerable progress has been achieved in this field during the past fiscal year. The history of this legislation, together with the text of the Dominion statute enacted during the 1927 session of Parliament, was published in the last annual report of the Department of Labour. This Act now appears as chapter 156 of the Revised Statutes of Canada, 1927, and for convenience of reference is appended hereto as schedule "A".

By Order in Council (P.C. 42/1232) on June 25, 1927, under the provisions of section 19 of the Old Age Pensions Act, 1927, Regulations governing Old Age Pensions were duly made and were published in the *Canada Gazette* on the 6th day of August, 1927. On September 26, 1927, by Order in Council (P.C. 66/1882), these regulations were amended. This Order, together with the amendments, was published in the *Canada Gazette* on October 22, 1927. A further amendment was made on January 16, 1928, by Order in Council (P.C. 65/81), and published in the *Canada Gazette* on January 28, 1928.

An office consolidation of the regulations and amendments thereto was prepared by the Department of Labour. The consolidated regulations are attached as schedule "B" hereto.

By Order of the Deputy of His Excellency the Governor in Council dated July 15, 1927 (P.C. 1328), the administration of the Federal Old Age Pensions Act and Regulations made thereunder was vested in the Honourable the Minister of Labour.

During the summer of 1927 negotiations were entered into by the Minister of Labour with the Government of the province of British Columbia to provide for the payment of old age pensions by that province, with the result that a proposed agreement was submitted to His Excellency in Council by the Minister of Labour and was approved by Order in Council on September 28, 1927 (P.C. 1812), and which Order authorized the execution of the agreement by the Minister of Labour on behalf of the Governor General in Council. The agreement was accordingly duly executed by the Hon. Mr. Heenan on behalf of the Governor in Council and by the Hon. A. M. Manson, Minister of Labour for British Columbia, on behalf of the Lieutenant-Governor of British Columbia in Council, and provided for payment of old age pensions in that province from September 1, 1927. The text of the agreement is attached as schedule "D" hereto.

By further Order of the Deputy of His Excellency the Governor in Council (P.C. 1813) on September 28, 1927, the scheme of administration proposed to be adopted by British Columbia was approved. The terms of this scheme of administration are attached as schedule "E" hereto.

For the period commencing September 1, 1927, and ending December 1, 1927, the Dominion Government paid to British Columbia \$54,900.50, being one-half the net amount expended by the province for pensions during that period. For the quarter ending March 31, 1928, there was paid to British Columbia \$76,551.51, one-half the net sum paid as pensions during this quarter.

The subject of Old Age Pensions was discussed at some length at the Dominion-Provincial Conference in the early part of November, 1927 (Vide *Labour Gazette*, Vol. XXVII, p. 1171). Hon. Mr. Heenan detailed the history of the legislation and explained to the conference the scheme finally adopted by Parliament. Representatives of all the Provincial Governments participated in the discussion.

Hon. J. D. MacLean, Premier of British Columbia, expressed the view that the Federal Old Age Pensions Act was a real boon to the province in that it relieved the latter of one-half of the financial obligation involved. British Columbia had adopted legislation taking advantage of the Dominion Act and old age pensions were being paid in the Pacific Coast province. So far as British Columbia was concerned, it was quite willing to bear the financial responsibility involved.

Hon. John Bracken, Premier of Manitoba, advanced the view that the Dominion Government might well have borne the entire cost of old age pensions, but, if it was not prepared to do more than was contemplated under the existing statute, it was the intention of his Government to introduce an Act in the provincial legislature to take advantage of the Dominion statute.

In the ensuing discussion, certain of the provinces contended that the financial burden of paying old age pensions was too great for them to bear. In other cases there was an inclination to have the Federal Government make its contribution without involving the provinces in a similar obligation.

BRITISH COLUMBIA

The text of the British Columbia Act passed during the 1927 session of the legislature of that province was published in the last annual report of the Department of Labour, and is reproduced herewith as schedule "C". The Act was proclaimed by the Lieutenant-Governor in Council and came into effect on the 17th day of August, 1927. By Order of the Lieutenant-Governor in Council on the same day the scheme of administration, schedule "E" hereto, was adopted by the province, and by further Order the Minister of Labour was authorized to execute on behalf of British Columbia an agreement with the Federal Government, schedule "D" hereto.

Pensions have accordingly been paid in British Columbia from the 1st day of September, 1927, by the Workmen's Compensation Board, presided over by its chairman, Mr. E. S. H. Winn, K.C. The first old age pension was paid to William Henry Derby of Alberni. During the seven months ending March 31, 1928, the following amounts were paid for old age pensions: September and October, \$42,296.58; November, \$32,743.58; December, \$34,760.55; January, \$46,747.59; February, \$52,199.04; March, \$54,278.67. There was recovered by the pension authority from the estates of deceased persons under the provisions of section 9 (3) the sum of \$55.34, and as improperly paid under Regulation 26 the sum of \$66.93. The net amount, therefore, paid for pensions during this period amounts to \$262,904.04, one-half of which was repaid to the province by the Federal Government.

The cost to British Columbia of the administration of the Act, exclusive of any amount paid for pensions and including cost of permanent equipment up to March 31, 1928, was \$8,816. The total cost to the province was, therefore, \$140,268.03, of which 6.285 per cent was for administrative purposes. Excluding permanent equipment, the cost of administration was approximately 2.8 per cent of the total amount expended for old age pensions during this period.

The following further information is from returns made by British Columbia for the four months ending December 31, 1927, and the quarter ending March 31, 1928, respectively:—

	December 31, 1927	March 31, 1928
Total number of pensioners.....	2,014	2,712
Percentage of total population.....	.....	4716
Percentage of population over seventy years of age.....	18.3	22.6
Total amount paid for pensions.....	\$109,801.01	\$262,904.04
Average monthly pension.....	\$15.60	\$17.43
Males.....	1,123	1,579
Females.....	891	1,133
Married—		
Males.....	455	599
Females.....	198	267
Single—		
Males.....	226	385
Females.....	82	104
Widowed,—		
Males.....	372	487
Females.....	600	741
Separated—		
Males.....	70	108
Females.....	11	21
British subjects by birth.....	1,902	2,514
British subjects by naturalization.....	89	161
British subjects by marriage.....	23	37
Country of Origin—		
Canada.....	852	1,182
England.....	695	866
Scotland.....	207	269
Ireland.....	93	128
United States.....	66	101
Sweden.....	15	26
Germany.....	16	25
Newfoundland.....	18	24
Italy.....	5	12
Norway.....	4	9
Finland.....	1	9
Australia.....	4	7
Belgium.....	4	6
British West Indies.....	4	6
Denmark.....	3	6
France.....	3	6
Austria.....	5	5
Holland.....	3	4
India.....	3	4
Bahamas.....	1	1
British Guiana.....	1	1
Gibraltar.....	1	1
Labrador.....	1	1
New Zealand.....	1	1
South Africa.....	1	1
Wales.....	0	1
Japan.....	0	1
Iceland.....	1	1
Peru.....	2	2
Russia.....	1	1
Turkey.....	1	1
Canary Islands.....	1	1
Czecho-Slovakia.....	1	1
Other Countries.....	0	2
Amount of property owned by pensioners—	\$883,686.96	\$1,268,937.55
Value of property transferred to pension authority.....	Nil	Nil
Number of pensioners with previous residence in other provinces—		
Ontario.....	178	244
Alberta.....	151	212
Manitoba.....	123	160
Saskatchewan.....	97	130
Nova Scotia.....	53	71
Quebec.....	32	40
New Brunswick.....	24	28
Yukon.....	12	17
Prince Edward Island.....	9	10

YUKON TERRITORY

During its session in the summer of 1927 the Yukon Territorial Council enacted an Old Age Pensions Ordinance, which appears as chapter 4 of the Territorial Ordinances for that year. This legislation authorized the commissioner to enter into an agreement with the Governor in Council for the purpose of putting into effect in the territory an old age pension scheme. The text of the ordinance is appended hereto as schedule "F". Subsequently during 1927 Mr. Percy Reid, the then Gold Commissioner, while on his way from Dawson City to Ottawa, died at Toronto. His successor, Mr. George Ian Maclean, was appointed in the early part of 1928 and negotiations were immediately entered into between the Hon. Mr. Heenan and Mr. Maclean contemplating an old age pensions agreement. However, before any such agreement becomes effective, the scheme of administration proposed to be adopted in the Yukon must be approved by the Governor in Council. It is expected that this scheme will be submitted for such approval immediately after the 1928 session of the Territorial Council.

SASKATCHEWAN

The Legislature of Saskatchewan during its 1928 session enacted old age pension legislation in much the same terms as that enacted in the previous year by British Columbia. This Act, chapter 75 of the Statutes of Saskatchewan for 1928, is attached hereto as schedule "G". It will be noted that it differs from the British Columbia statute in that, while the British Columbia Act designates the Workmen's Compensation Board as the pension authority, the Saskatchewan legislation authorizes the Lieutenant-Governor in Council to name the minister to be charged with the administration of the Act. In virtue of this provision the administration of the Act was by Order in Council vested in the Bureau of Child Protection under the minister from time to time in charge of an Act respecting the welfare of children, being chapter 60 of the Statutes of Saskatchewan, 1927. Negotiations are now under way between the Hon. Mr. Heenan and the Saskatchewan minister, with respect to an agreement between the Dominion and that province. It has been intimated that pensions will be paid in Saskatchewan at an early date.

MANITOBA

Bill No. 68, being an Act to Provide for Old Age Pensions, was introduced in the Manitoba Legislature during its 1928 session by Hon. John Bracken, Premier of the Province, and was duly passed by the Assembly on March 13 and received the Royal Assent on March 16. The Act, being chapter 44, Statutes of Manitoba, 1928, is to come into force on a day to be fixed by proclamation of the Lieutenant-Governor. Its text is appended hereto as schedule "H". This legislation designates the Workmen's Compensation Board as the pension authority. The Act further provides for a municipal levy of the amount estimated to be required for the purposes of old age pensions. The Hon. Mr. Heenan has been in communication with the Manitoba Government with a view to an early agreement with that province for payment of old age pensions.

ONTARIO

The subject of old age pensions was discussed in the Ontario Legislature during its recent session on the debate on the Speech from the Throne. As a result the Assembly adopted a resolution thanking the Lieutenant-Governor for his speech and added thereto the following:—

"This House receives with satisfaction the announcement that steps are being taken to gather information regarding the better care of our dependent aged population, so that the

people of the province may have a proper understanding of the importance of this great problem and of the financial obligation to be assumed by them under a plan of Old Age Pensions, framed to meet the needs of this province and to receive the approval of this legislature."

Since the prorogation of the legislature it has been announced that the Government of Ontario is causing a survey of the province to be made with a view of introducing a Bill regarding old age pensions at the next session.

ALBERTA

A motion by Hon. Mr. Brownlee, Premier of Alberta, in the 1928 session of the provincial legislature, to the effect that consideration of the Old Age Pensions Act passed in the 1927 session of Parliament be deferred until the next session of the legislature, and that in the meantime the Government continue to urge the Dominion Government to assume the whole or a larger part of the financial responsibility attached thereto, was duly carried after the defeat of an amendment by the opposition to the effect that old age pension legislation should be introduced at the present session.

SCHEDULE "A"

CHAPTER 156

An Act respecting Old Age Pensions

SHORT TITLE

- Short title. 1. This Act may be cited as the Old Age Pensions Act. 1927, c. 35, s. 1.

INTERPRETATION

- Definitions. 2. In this Act the expression
- " Pension authority." (a) "pension authority" means the officer or body charged by law with the consideration of applications for pension or with the payment of pensions;
- " Pension." (b) "pension" means an old age pension payable in accordance with this Act and the regulations hereunder;
- " Pensioner." (c) "pensioner" includes an applicant for a pension;
- " Province." (d) "province" includes the Yukon Territory, in respect to which "Gold Commissioner" shall be read for "Lieutenant-Governor in Council";
- " Statute." (e) "statute" includes ordinance or order having the force of law. 1927, c. 35, s. 2.

AGREEMENTS WITH PROVINCES

- Agreements with provinces. 3. The Governor in Council may make an agreement with the Lieutenant-Governor in Council of any province for the payment to such province quarterly of an amount equal to one-half of the net sum paid out during the preceding quarter by such province for pensions pursuant to a provincial statute authorizing and providing for the payment of such pensions to the persons and under the conditions specified in this Act and the regulations made hereunder. 1927, c. 35, s. 3.

- Term of agreements. 4. Every agreement made pursuant to this Act shall continue in force so long as the provincial statute remains in operation or until after the expiration of ten years from the date upon which notice of an intention to determine the agreement is given by the Governor General to the Lieutenant-Governor of the province with which the same was made. 1927, c. 35, s. 4.

- Approval of administration scheme necessary. 5. Before any agreement made pursuant to this Act comes into operation the Governor in Council shall approve the scheme for the administration of pensions proposed to be adopted by the province, and no change in such scheme shall be made by the province without the consent of the Governor in Council. 1927, c. 35, s. 5.

6. As soon as agreements under this Act have been made with two of the provinces adjoining the Northwest Territories, the Commissioner of the said territories may submit to the Governor in Council for approval a scheme for the administration and payment of pensions therein, and upon the approval of such scheme, the same shall stand, in all respects other than its duration, in the same position as an agreement with a province. 1927, c. 35, s. 6.

Application of Act in N.W.T.

7. All sums payable to any province in pursuance of any agreement made under this Act shall be payable from time to time on the certificate of the Minister of Finance out of any moneys belonging to the Consolidated Revenue Fund of Canada not otherwise appropriated. 1927, c. 35, s. 7.

When payments to provinces to be made.

8. Provision shall be made for the payment of a pension to every person who, at the date of the proposed commencement of the pension

What persons are pensionable.

- (a) is a British subject, or, being a widow, who is not a British subject, was such before her marriage;
- (b) has attained the age of seventy years;
- (c) has resided in Canada for the twenty years immediately preceding the date aforesaid;
- (d) has resided in the province in which the application for pension is made for the five years immediately preceding the said date;
- (e) is not an Indian as defined by the Indian Act;
- (f) is not in receipt of an income of as much as three hundred and sixty-five dollars (\$365) a year, and
- (g) has not made any voluntary assignment or transfer of property for the purpose of qualifying for a pension.

2. The receipt of a pension shall not by itself constitute a disqualification from voting at any provincial or municipal election. 1927, c. 35, s. 8.

Pensioners not to be disqualified from voting.

9. The maximum pension payable shall be two hundred and forty dollars yearly, which shall be subject to reduction by the amount of the income of the pensioner in excess of one hundred and twenty-five dollars a year.

Maximum pension \$240.

2. Where a pensioner is the owner of an interest in a dwelling house in which he resides and the pension authority accepts a transfer to it of such interest, the pension payable to the pensioner shall not be subject to any reduction in respect of the annual value of such interest, but the pension authority shall, on the death of the pensioner, or upon his ceasing to use such dwelling house as his place of residence, be entitled to sell the pensioner's interest therein and to retain out of the proceeds of such sale the amount of all payments made to the pensioner by way of pension in excess of the amount he would have received if such interest had not been transferred to the pension authority, together with interest on the said payments at the rate of five per cent per annum, compounded annually.

When annual value of pensioner's residence not to effect pension.

3. A pension authority shall be entitled to recover out of the estate of any deceased pensioner, as a debt due by the pensioner to such authority, the sum of the pension payments made to such pensioner from time to time, together with interest at the rate of five per cent per annum compounded annually, but no claim shall be made by a pension authority for the recovery of such debt directly or indirectly out of any part of the pensioner's estate which passes by will or on an intestacy to any other pensioner or to any person who has, since the grant of such pension or for the last three years during which such pension has continued to be paid, regularly contributed to the support of the pensioner by the payment of money or otherwise to an extent which, having regard to the means of the person so having contributed, is considered by the pension authority to be reasonable. 1927, c. 35, s. 9.

Recovery of pension payments out of deceased pensioner's estate.

10. Where a pensioner has during part of the twenty years immediately preceding the date of the proposed commencement of pension resided in more than one province in which he would have become pensionable if he had continued to reside therein, the province in which the pension is granted shall be entitled to be reimbursed, by the other province or provinces in which the pensioner has resided as aforesaid, a proportion of the pension equal to the proportion which the duration of the pensioner's residence in such other province bears to twenty years. 1927, c. 35, s. 10.

Distribution of pension burden among provinces.

Reduction of pension in certain cases.

11. Where a pensioner has during part of the twenty years immediately preceding the date of the proposed commencement of pension resided in a province in which he would not have become pensionable even if he had continued to reside therein, the amount of the pension which would otherwise be payable to such pensioner shall be reduced by the same proportion as the duration of the pensioner's residence in such other province bears to twenty years. 1927, c. 35, s. 11.

Rules governing distribution and reduction of pension.

12. In any case in which, pursuant to either of the two last preceding sections, a pension is to be proportionately reimbursed or proportionately reduced, the following provisions shall have effect:—

- (a) The proportionate reimbursement or proportionate reduction shall be calculated by reference to the nearest number, whether greater or less, of complete years during which the pensioner has been resident in any of the provinces in question;
- (b) Mere lapse of time shall not affect any such proportionate reimbursement or proportionate reduction;
- (c) If, after any reduced pension has been granted, an agreement under this Act is made with a province by reference to the pensioner's residence within which such reduction or any part thereof has been calculated, the pension may thereafter be proportionately increased and the amount of such increase shall be reimbursed in accordance with this Act to the province by which such pension is paid. 1927, c. 35, s. 12.

Effect of change of pensioner's residence in Canada in certain cases.

13. When, after the grant of a pension in any province, the pensioner transfers his permanent residence to another province with which an agreement under this Act is in force, the pension shall thereafter be paid by the province to which the pensioner has removed, but such province shall be entitled to be reimbursed an amount equal to one-half of such pension by the province in which the pension was originally granted. 1927, c. 35, s. 13.

And in other cases.

14. Where the pensioner, after the grant of a pension, transfers his permanent residence to another province with which no agreement under this Act is in force, the pension shall continue to be paid by the province in which the pension was granted. 1927, c. 35, s. 14.

Effect of pensioner's leaving Canada.

15. Where a pensioner, after the grant of a pension, transfers his residence to some place out of Canada, his pension shall cease, but his right thereto shall revive upon his again becoming resident in Canada. 1927, c. 35, s. 15.

Pension not to be alienated or charged.

16. No pension shall be subject to alienation or transfer by the pensioner, or to seizure in satisfaction of any claim against him. 1927, c. 35, s. 16.

Report to Parliament.

17. On or before the thirtieth day of April in each year the Minister of Finance shall make a full report to Parliament of the operation of the agreements made pursuant to this Act and of the moneys of Canada paid to the provinces under each of the several agreements entered into pursuant hereto. 1927, c. 35, s. 17.

EVIDENCE

Obtaining evidence as to age of pensioner.

18. Any pension authority shall have the right for the purpose of ascertaining the age of any pensioner to obtain without charge

- (a) from the registrar of vital statistics or other like officer of any province with which an agreement under this Act is in force a certificate of the date of the birth of such pensioner, or
- (b) subject to such conditions as may be specified in the regulations made under this Act, from the Dominion Bureau of Statistics any information on the subject of the age of such pensioner which may be contained in the returns of any census taken more than thirty years before the date of the application for such information. 1927, c. 35, s. 18.

REGULATIONS

Power to make regulations.

19. The Governor in Council may, on the recommendation of the Minister of Labour and with the approval of the Treasury Board, make regulations, not inconsistent with the provisions of this Act, with regard to the pensions herein provided for, and, without limiting the generality of the foregoing provision, may provide by regulation for

- (a) the time preceding the attainment of pensionable age at which applications for pension may be made;
- (b) the time at which, after application therefor, the payment of pension shall commence;
- (c) the definition of residence and of the intervals of absence from Canada or a province by which residence therein shall not be deemed to have been interrupted;
- (d) the evidence to be required or accepted by a pension authority in support of an application for pension;
- (e) the manner in which the income of a pensioner is to be determined for the purpose of this Act and in particular the mode of reckoning the income of either one or two spouses who live together;
- (f) the evidence from which the making of transfers of property for the purpose of qualifying for pension is to be inferred;
- (g) the circumstances in which pensions may be paid for the benefit of persons supported or under treatment in public institutions;
- (h) the mode in which pensions are to be payable;
- (i) the time within which a pension voucher may be cashed;
- (j) the persons by whom pension vouchers may be presented for payment;
- (k) the circumstances justifying or requiring the suspension of the payment of a pension and the recommencement of its payment;
- (l) the reports to be made by pensioners and others of events affecting the right to or the amount of a pension;
- (m) the administration of a pensioner's property by a pension authority;
- (n) the recovery with or without interest of pension payments made by reason of the non-disclosure of facts or by reason of innocent or of false representations;
- (o) the time within which and the circumstances under which applications or proposals may be entertained for the increase or reduction of a pension which has been granted;
- (p) the method of accounting and of the settlement of balances due by Canada to any province or by one province to another;
- (q) the penalties to be imposed for breaches of the regulations, such penalties not to exceed a fine of fifty dollars or imprisonment for three months, or both fine and imprisonment;
- (r) the constitution and powers of an interprovincial board to interpret and recommend alterations in the regulations.

2. No regulation by reference to which any agreement with a province has been made shall be altered except with the consent of such province or in accordance with the provisions of the regulations to which it has agreed. 1927, c. 35, s. 19. Alterations by regulations.

20. All regulations made under this Act shall, from the date of their publication in the *Canada Gazette*, have the same force and effect as if they had been included herein. When regulations come into effect.

2. Such regulations shall be presented to Parliament forthwith after their publication if Parliament is then sitting or, if not, within fifteen days from the commencement of the session beginning next after such publication. 1927, c. 35, s. 20.

SCHEDULE "B"

(Office Consolidation)

REGULATIONS made pursuant to the Old Age Pensions Act, 1927, 17 Geo. V, c. 35, s. 19, by Order of the Governor General in Council, P.C. 42/1232, on the 25th June, 1927, as amended by Order in Council, P.C. 66/1882, on 26th September, 1927, and Order in Council, P.C. 66/81, on the 16th January, 1928.

THE OLD AGE PENSIONS REGULATIONS

SHORT TITLE

1. These regulations may be cited as the Old Age Pensions Regulations.

INTERPRETATION

2. (a) In these regulations, unless the context otherwise requires, "the Act" means the Old Age Pensions Act, 1927.

(b) The definition of expressions contained in the Old Age Pensions Act, 1927, shall apply to the said expressions whenever used in these regulations.

(c) "to lodge" means to be present in person in circumstances consistent with an intention to reside.

PROVISION AS TO NOTICES

3. (a) Any notice or other document required or authorized to be sent or delivered for the purpose of these regulations shall be in writing.

(b) Any notice or other document required or authorized to be sent or delivered to any person by the pension authority for the purpose of these regulations shall be deemed to be duly sent or delivered at the time at which the notice or document is posted to that person at his ordinary address.

WHEN APPLICATION MAY BE MADE

4. An application for a pension may be made at any time after the proposed pensioner has reached the age of sixty-nine years and nine months.

METHOD OF MAKING APPLICATION

5. (a) Every person who desires to make application for pension under the Act shall complete the form of application prescribed by the pension authority; this application shall contain, *inter alia*, the full name of the applicant, his address, occupation, sex, conjugal state, age, date of birth, place of birth, nationality, date of naturalization, place of residence during the past twenty years, income (including income of spouse), other means of subsistence, description of any property transferred within the past five years with name of transferee.

(b) Every pension authority shall supply a form *gratis* to any person who desires to make an application and if so requested shall give all necessary information and assistance in completing the said form.

INVESTIGATION OF CLAIMS

6. As soon as may be after receiving any application the pension authority shall take all necessary steps to ascertain whether the applicant is entitled to a pension and if he is so entitled, what rate of pension should be paid.

AGE

7. (1) For the purpose of determining the age of any person regard may be had to any of the following documents:—

(a) Certificate of birth;

(b) Certificate of baptism;

(c) Entries in a family Bible or other genealogical record or memorandum of the family of the pensioner;

- (d) The returns of any census taken more than 30 years before the date of application for such pension, provided:
- (i) That any request for census information by a pension authority be made with the consent in writing of the person regarding whom the information is required,
 - (ii) That the specific locality (city, town, village, township or rural municipality) in which the applicant resided at the date of the census aforesaid be stated,
 - (iii) That any information supplied by the bureau shall be confidential and shall not be used for any other purpose than that of the administration of the Old Age Pensions Act, and
 - (iv) That a request for census information be made only in the event of failure to obtain information under the immediately preceding subsections; and when better evidence cannot be obtained
- (e) A statutory declaration setting forth that none of the certificates above referred to in this regulation are obtainable, and a further statutory declaration as to the age of the pensioner by any person who has knowledge of the fact.
- (2) The pension authority, however, shall not be bound to accept evidence mentioned in this clause and may accept other evidence not herein mentioned.

NATIONALITY

8. (1) For the purpose of determining the nationality of any person regard may be had to any of the following documents:—

- (a) Certificate of birth;
 - (b) Certificate of baptism;
 - (c) Certificate of service in any of His Majesty's forces;
 - (d) Certificate of naturalization; and
 - (e) When better evidence cannot be obtained a statutory declaration or evidence under oath by any person who has knowledge of the fact.
- (2) The pension authority, however, shall not be bound to accept evidence mentioned in this clause and may accept other evidence not herein mentioned.

9. Every pension authority shall be entitled to obtain without charge from the Department of the Secretary of State or any other department any information available in such department as to the nationality of any pensioner.

RESIDENCE

10. An applicant shall, in the absence of evidence to rebut such presumption, be presumed to have been resident in Canada for the twenty years immediately preceding the date of the proposed commencement of the pension if he (a) has actually lodged within Canada on at least 4,384 days within the said twenty years, and (b) has not within the said twenty years been absent from Canada for more than 731 consecutive days, but in no case shall a pensioner be deemed a resident of Canada for twenty years unless he lodged within Canada some time at least twenty years prior to making application.

11. An applicant shall, in the absence of evidence to rebut such presumption, be presumed to have resided in the province in which the application for pension is made for the five years immediately preceding the date of the proposed commencement of pension if he is then residing in the province, and if he has lodged therein on at least 1,095 days in the said five years, but in no case shall a pensioner be presumed to be a resident of such province for five years unless he lodged within said province some time at least five years prior to making application.

12. For the purpose of determining the province in which an applicant has resided, and subject to regulations 10 and 11, if an applicant had left Canada and subsequently returned to Canada he shall, in the absence of evidence to rebut such presumption, be presumed to have continued to reside in the province which he left until the date of his return.

13. If an applicant was employed and paid by the Dominion of Canada or any province for services performed without Canada, or if his travelling expenses out of Canada were paid by Canada or by any province or municipality, he shall when he was so employed or while his travelling expenses were paid, be presumed to have continued to lodge in that province of Canada in which he was resident immediately before entering such employment or proceeding on the journey in respect of which his travelling expenses were paid.

14. An applicant who has been employed on a ship registered at or sailing regularly from any Canadian port shall be presumed to have lodged in Canada during the whole time he was employed on such ship, and in such province where he last resided previous to such employment.

15. An applicant who was employed by any railway company having its head office in Canada, on trains running out of Canada, or the wife of such pensioner, shall be presumed to have lodged in the province in which was situate the Canadian terminus to and from which such trains were operated during the whole time he was employed on such trains.

INCOME

16. In determining the income of a pensioner receivable in the form of periodic payments in the nature of an annuity to which he is entitled, his income shall (a) if he has a right to assign or charge the same, be taken as equal to 5 per cent of the present value of his right thereto, or (b) if he has no right to assign or charge the same, the full amount thereof.

17. The income of a pensioner derivable from real property shall be taken as equal to 5 per cent of the assessed value in excess of the encumbrances thereof, and the income of a pensioner derivable from personal property shall be taken as equal to 5 per cent of the cash value thereof.

18. Where a pensioner lives with his or her wife or husband, his or her income shall be taken to be equal to one-half of the sum of the incomes, calculated as in the Act and these regulations provided, receivable by each of them separately.

TRANSFER OF PROPERTY

19. A transfer of property made more than five years before the date of an application for pension shall be deemed not to have been made for the purpose of qualifying for a pension.

WHEN PENSION SHALL COMMENCE

20. Every pension granted shall commence on the day after the application is received by the pension authority, or on the day when the pensioner first becomes entitled, whichever is the later.

MANNER PENSION PAYABLE

21. Pensions shall be payable monthly in such manner as may be provided by provincial regulation.

SUSPENSION OF PENSION

22. The payment of a pension shall be suspended during the lawful imprisonment of the pensioner for an offence.

INCREASE OR REDUCTION OF PENSION

23. Every pensioner shall forthwith report to the pension authority any increase in his real or personal property of a total value of \$100 or more, occurring by devolution, bequest or gift or any other change in his financial condition.

24. Any pensioner who desires to make a claim for an increase of pension to which he may be entitled under the Act shall complete the form of claim provided, and deliver the form when completed to the proper pension authority, who shall investigate the claim as provided herein.

MANAGEMENT OF PENSIONER'S PROPERTY

25. Any pension authority may, if so authorized by the law of the province, and with the consent of the pensioner, assume the management of any property belonging to the pensioner.

26. Every pension authority shall be entitled to recover from a pensioner any sum improperly paid by way of pension whether as the result of the non-disclosure of facts, innocent or false representations, or any other cause.

ACCOUNTING

27. Any sums due by Canada to any province in settlement of Canada's half share of the net amount expended by any province in the payment of pensions shall be ascertained as of the last day of March, June, September and December, and shall be paid as soon thereafter as possible.

28. In calculating the amount due by Canada to any province no account shall be taken of any sums which, under the provisions of the Act, such province is liable to reimburse another province or to be reimbursed by another province in respect of a pension granted therein or in such other province, nor shall any account be taken of the cost of administering or paying pensions.

29. In calculating the amount in which any province is liable to be reimbursed by another province under the provisions of section 10 of the Act, regard shall be had only to the net amount of the pension paid by the province to be reimbursed after deducting therefrom the amount payable by Canada on account of such pension.

30. Balances due by one province to another province under the provisions of the Act shall be settled quarterly as of the same dates as the sums due by Canada are payable from time to time.

31. The minister charged with the administration of the Act may at any time require the province to furnish information, detailed or otherwise, in connection with statements of account rendered by the province.

INTERPROVINCIAL BOARD

32. An Interprovincial Board is authorized to be established with powers to interpret and recommend alterations in the regulations, such board to be appointed by the Governor in Council.

P.C. 1328

AT THE GOVERNMENT HOUSE AT OTTAWA

FRIDAY, the 15th day of July, 1927.

PRESENT:

THE DEPUTY OF HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL

The Deputy of His Excellency the Governor General in Council, on the recommendation of the Right Honourable W. L. Mackenzie King, the Prime Minister, is pleased to order that the administration of the Old Age Pensions Act, 1927, and regulations made thereunder, be, and it is hereby vested in the Minister of Labour.

(Sgd.) G. G. KEZAR,
Asst. Clerk of the Privy Council.

SCHEDULE "C"

CHAPTER 50

An Act to provide for Old Age Pensions

[Assented to 7th March, 1927.]

His Majesty, by and with the advice and consent of the Legislative Assembly of the Province of British Columbia, enacts as follows:—

1. This Act may be cited as the "Old Age Pension Act." Short title.
2. The Lieutenant-Governor in Council may enter into an agreement with the Governor-General in Council as to a general scheme of old-age pensions in the province pursuant to the provisions of any Act of the Dominion heretofore or hereafter passed relating to old-age pensions, and the regulations made thereunder and for the payment by the Dominion to the province quarterly of an amount equal to one-half of the net sum paid out during the preceding quarter by the province for old age pensions pursuant to the provisions of this Act. Agreement with Dominion.
3. The Lieutenant-Governor in Council may by Order authorize and provide for the payment of old age pensions to the persons and under the conditions specified in any Act of the Dominion heretofore or hereafter passed relating to old age pensions, and the regulations made thereunder. Old age pensions.

Administra-
tion of Act.

4. (1) Notwithstanding the provisions of the "Workmen's Compensation Act," the Workmen's Compensation Board shall, in addition to the duties assigned to it under that Act, be charged with the administration of this Act, including the consideration of applications for old age pensions and the payment of old age pensions.

(2) The Workmen's Compensation Board may appoint such special officers, clerks, and servants as are required for the proper administration of this Act, and, subject to the approval of the Lieutenant-Governor in Council, may fix their salaries.

Appropriation.

5. In the absence of any special appropriation of the Legislature available for the purposes of this Act, all moneys necessary to meet the old age pensions payable under this Act and the salaries and expenses necessarily incurred in the administration of this Act shall be paid out of the Consolidated Revenue Fund.

Accounts.

6. (1) The accounts of the Workmen's Compensation Board's administration under this Act shall be made up quarterly, and in every case the board shall prepare a balance sheet and statement of account and submit the same to the Comptroller-General for his certification.

(2) Copies of the above balance sheets and statements of accounts shall be forthwith laid before the Legislative Assembly if the Legislative Assembly is then in session, and if not then in session shall be laid before the Legislative Assembly within fifteen days after the opening of the next session.

Regulations.

7. (1) The Lieutenant-Governor in Council may make such regulations, not inconsistent with the provisions of this Act, with regard to the scheme of old age pensions herein provided for, as he considers necessary for the proper administration of this Act, and for regulating expenditures to be made thereunder.

(2) No regulation by reference to which any agreement with the Governor in Council has been made shall be altered, nor shall any change be made in any scheme for the administration of old age pensions approved by the Governor in Council, except with the consent of the Governor-General in Council or in accordance with the provisions of the regulations to which he has agreed.

Commencement

8. This Act shall come into operation on a day to be fixed by the Lieutenant-Governor by his Proclamation.

SCHEDULE "D"

MEMORANDUM OF AGREEMENT made the seventeenth day of August, A.D. 1927,
BETWEEN

The Governor General in Council, of the Dominion of Canada, represented by the Minister of Labour for Canada, hereinbefore called "The Dominion,"

of the First Part,

AND

The Lieutenant-Governor in Council of the Province of British Columbia, represented by the Minister of Labour for British Columbia, hereinafter called "The Province,"

of the Second Part.

WHEREAS by the "Old Age Pension Act" of British Columbia, hereinafter called the Provincial Act, the Lieutenant-Governor in Council is in effect authorized to enter into an agreement with the Governor General in Council as to a general scheme of old age pensions in the province, pursuant to the provisions of the "Old Age Pensions Act, 1927" of Canada, and the regulations made thereunder, said Act and regulations together with such alterations in the regulations as may be made from time to time with the consent of the province being hereinafter called the "Dominion Act," and for the payment by the Dominion to the province quarterly of an amount equal to one-half of the net sum paid out during the preceding quarter by the province for old age pensions pursuant to the provisions of the provincial Act and Order of the Lieutenant-Governor in Council hereinafter referred to;

AND WHEREAS section 3 of the provincial Act provides, in effect, that the Lieutenant-Governor in Council may by order authorize and provide for the payment of old age pensions to the persons and under the conditions specified in the Dominion Act;

AND WHEREAS by Order of the Lieutenant-Governor in Council dated the seventeenth day of August, A.D. 1927, provision has been made for payment of the said old age pensions pursuant to the terms of this agreement;

AND WHEREAS under the provisions of the Dominion Act the Governor in Council is in effect authorized to enter into an agreement with the province for the payment to the province quarterly of an amount equal to one-half of the net sum paid out during the preceding quarter by the province for pensions pursuant to the provincial Act, and providing for the payment of such pensions under the conditions specified in the Dominion Act;

AND WHEREAS the Governor in Council has by Order in Council of the 25th June, 1927 (P.C. 42/1232), made regulations under the powers conferred by the Old Age Pensions Act, 1927;

AND WHEREAS the Governor in Council has approved the scheme for the administration of pensions proposed to be adopted by the province and which scheme of administration is set out in the Order of the Lieutenant-Governor in Council hereinbefore mentioned;

AND WHEREAS the Minister of Labour for Canada and the Minister of Labour for British Columbia have been respectively authorized by the parties hereto to enter into an agreement in the terms hereinafter set forth;

Now, in consideration of the premises and the respective agreements by and on behalf of the parties hereto, hereinafter set forth, this memorandum of agreement witnesseth:

(1) On, from and after the first day of September, 1927, the province agrees to pay to each person who, upon application by such person, is found by the pension authority to be entitled to receive a pension under the provisions of the Dominion Act, the sum of two hundred and forty dollars yearly, each of such payments to be subject to reduction as provided by the Dominion Act, and all of such payments, whether as to amount or otherwise, to be subject to and governed by the provisions of the Dominion Act.

(2) The province further agrees on its part to comply with all the provisions, stipulations, provisoes and conditions contained in the Dominion Act.

(3) The Dominion agrees to pay to the province quarterly in accordance with and subject to the provisions of the said Dominion Act an amount equal to one-half of the net sum paid out during the preceding quarter by the province, pursuant to the provisions of this agreement.

IN WITNESS WHEREOF the parties hereto have hereunto set their hands and seals, the day and year first above written.

Signed, Sealed and Delivered

in the presence of

(Sgd.) C. N. SCHNARR

(Sgd.) MARY McQUEEN,
Victoria, B.C.

(Sgd.) PETER HEENAN
Minister of Labour for Canada.

(Sgd.) A. M. MANSON,
Minister of Labour for British Columbia.

SCHEDULE "E"

BRITISH COLUMBIA OLD AGE PENSION REGULATIONS

1. The Workmen's Compensation Board is authorized and directed to keep such records, books, and accounts of the receipts and expenditures under this Act as may be necessary; to pay pensions monthly by bank cheque; and to do all such other acts and things as are incidental, conducive, or necessary to the proper administration of the said Act and the "Old Age Pensions Act," being chapter 35 of the Statutes of Canada, 1927, and the regulations made thereunder, and to the operation of the pension scheme therein contained.

2. Every person who makes application for a pension shall complete such forms and furnish such evidence and proofs of his claim from time to time as may be required by the Workmen's Compensation Board.

3. The Workmen's Compensation Board shall be entitled to obtain without charge from any Government department any available information they may deem necessary in the administration of the "Old Age Pension Act," chapter 35 of the Statutes of Canada, 1927, and the "Old Age Pension Act," chapter 50 of the Statutes of British Columbia, 1926-27.

DEPARTMENT OF LABOUR

SCHEDULE "F"

CHAPTER 4

An Ordinance respecting Old Age Pensions

(Assented to June 7, 1927)

The Commissioner of the Yukon Territory, by and with the advice and consent of the Council of said Territory, enacts as follows:—

1. The Gold Commissioner is hereby empowered to conduct all negotiations with the Federal Government, and to enter into any agreement on behalf of the Territory with the Federal Government, that he shall deem expedient and in the interest of the Territory, for the purpose of putting into effect in the Territory, or otherwise obtaining the advantages of any Act respecting old age pensions which has been passed or may be passed by the Parliament of Canada.

SCHEDULE "G"

CHAPTER 75

An Act to provide for Old Age Pensions

[Assented to March 7, 1928.]

His Majesty, by and with the advice and consent of the Legislative Assembly of Saskatchewan, enacts as follows:—

Short title.

1. This Act may be cited as The Old Age Pensions Act, 1928.

Agreement
with
Dominion.

2. The Lieutenant-Governor in Council may enter into an agreement with the Governor General in Council as to a general scheme of old age pensions in the province pursuant to the provisions of any Act of the Dominion heretofore or hereafter passed relating to old age pensions, and the regulations made thereunder, and for the payment by the Dominion to the province quarterly of an amount equal to one-half of the net sum paid out during the preceding quarter by the province for old age pensions pursuant to the provisions of this Act.

Old age
pensions.

3. (1) The Lieutenant-Governor in Council may by order authorize and provide for the payment of old age pensions to the persons and under the conditions specified in any Act of the Dominion heretofore or hereafter passed relating to old age pensions, and the regulations made thereunder.

(2) The provisions of subsection (1) shall not apply to a person who, being on the date on which this Act comes into force an Indian within the meaning of the Old Age Pensions Act of Canada, later becomes a non-treaty Indian.

Administra-
tion of Act.

4. The Lieutenant-Governor in Council shall designate the minister to be charged with the administration of this Act, including the consideration of applications for and the payment of old age pensions.

Expenditures.

5. In the absence of any special appropriation of the Legislature available for the purposes of this Act, all moneys necessary to meet the old age pensions payable thereunder and the salaries and expenses necessarily incurred in the administration thereof shall be a charge upon and paid out of the consolidated fund.

Annual
report.

6. (1) The minister shall submit annually to the Lieutenant-Governor in Council a report on the administration of this Act and shall include therein such information as the Lieutenant-Governor in Council may require.

(2) The report shall be forthwith laid before the Legislative Assembly if then in session, and, if not then in session, within fifteen days after the opening of the next session.

7. (1) The Lieutenant-Governor in Council may make such regulations, Regulations.
not inconsistent with the provisions of this Act, governing the scheme of old age pensions herein provided for, as he considers necessary for the proper administration of this Act, and for regulating expenditures to be made thereunder.

(2) No regulation by reference to which any agreement with the Governor General in Council has been made shall be altered, nor shall any change be made in any scheme for the administration of old age pensions approved by the Governor General in Council, except with the consent of the Governor General in Council or in accordance with regulations to which he has agreed.

8. This Act shall come into force on a date to be determined by proclamation of the Lieutenant-Governor. Coming into force.

SCHEDULE "H"

CHAPTER 44

An Act to Provide for Old Age Pensions.

[Assented to March 16, 1928.]

His Majesty, by and with the advice and consent of the Legislative Assembly of Manitoba, enacts as follows:—

1. This Act may be cited as the "Old Age Pensions Act".

2. In this Act unless the context otherwise requires:

(a) "board" means the Workmen's Compensation Board constituted under Board.
"The Workmen's Compensation Act";

(b) "minister" means such member of the Executive Council as may at Minister.
any time be designated by the Lieutenant-Governor in Council as minister hereunder.

3. (1) The Lieutenant-Governor in Council may enter into an agreement Agreement with Dominion.
with the Governor General in Council as to a general scheme of old age pensions in the province pursuant to the provisions of any Act of the Dominion heretofore or hereafter passed relating to old age pensions, and the regulations made thereunder, and for the payment by the Dominion to the province quarterly of an amount equal to one-half of the net sum paid out during the preceding quarter by the province for old age pensions pursuant to the provisions of this Act.

(2) All moneys received by the province from the Dominion for the purposes of this Act shall be expended by the province in payment of old age pensions and shall not be expended for any other purpose. Dominion grant.

4. The Lieutenant-Governor in Council may by Order authorize and provide for the payment of old age pensions to the persons and under the conditions specified in any Act of the Dominion heretofore or hereafter passed relating to old age pensions, and the regulations made thereunder. Old age pensions.

5. (1) All moneys, other than such moneys as are received from the Dominion, necessary to meet the old age pensions payable under this Act and the salaries and expenses necessarily incurred in the administration of this Act in any year shall be paid out of the moneys appropriated by the Legislature for that year for such purpose. Appropriations.

(2) After making proper allowances for the moneys received or to be received from the Dominion the Lieutenant-Governor in Council may annually authorize the Municipal Commissioner to levy upon the respective municipalities of the province and school districts in unorganized territory the amount estimated to be required for the purposes of this Act; and such levies when so authorized shall have the same force as if made under "The Municipal Commissioner's Act". The moneys realized from such levies shall be paid over to the Provincial Treasurer. Levy.

(3) The Lieutenant-Governor in Council may also from time to time in anticipation of the receipt by the Provincial Treasurer of the revenue to be collected from the different municipalities and school districts of the province Temporary loans.

through the Municipal Commissioner by levies under this Act direct the Treasurer to effect any necessary temporary loans by the issue and sale of a treasury bill or treasury bills chargeable on the Consolidated Revenue Fund, in such amounts, payable at such periods, and bearing such rate of interest, not exceeding six per cent per annum, as the Lieutenant-Governor in Council may authorize; but such loans shall not exceed in any case the amount of the Municipal Commissioner's levy for the year then current for the purpose aforesaid.

Administra-
tion of Act.

6. (1) Notwithstanding the provisions of "The Workmen's Compensation Act", the board in addition to the duties assigned to it under that Act, shall under the direction of the minister, be charged with the administration of this Act, including the consideration of applications for old age pensions and the payment of old age pensions.

Appointment
of staff.

(2) The board may appoint such special officers, clerks, and servants as are required for the proper administration of this Act, and subject to the approval of the Lieutenant-Governor in Council may fix their salaries.

Monthly
estimate of
amount
required.

(3) The board shall submit each month to the minister an estimate of the amount necessary to meet the current disbursements for pensions, salaries and expenses during the succeeding calendar month and when the estimate is approved by the minister, the Provincial Treasurer shall pay the amount thereof to the board. At the end of each calendar month the board shall account to the Comptroller-General for all moneys so received.

Payment of
pensions.

(4) Notwithstanding anything contained in any Act the board may, out of the moneys paid to it by the Provincial Treasurer for the purposes of this Act, disburse all moneys necessary to meet the old age pensions payable under this Act and the salaries and expenses necessarily incurred in the administration of this Act.

Quarterly
accounts.

7. (1) The accounts of the board's administration under this Act shall be made up quarterly, and in every case the board shall prepare a balance sheet and statement of account and submit the same to the Comptroller-General for his certification.

Annual
report.

(2) The board shall, as soon as possible after the close of each fiscal year and not later than the first day of June following, submit to the Lieutenant-Governor in Council a report on the administration of this Act and shall include therein such information as the Lieutenant-Governor in Council may prescribe.

Report to
Legislative
Assembly.

(3) The report shall forthwith be laid by the minister before the Legislative Assembly if then in session, and, if not then in session, within fifteen days after the opening of the next session.

Lieutenant-
Governor in
Council
may make
regulations.

8. (1) The Lieutenant-Governor in Council may make such regulations, not inconsistent with the provisions of this Act, with regard to the scheme of old age pensions herein provided for, as he considers necessary for the proper administration of this Act, and for regulating expenditures to be made thereunder.

(2) No regulation with respect to which any agreement with the Governor in Council has been made shall be altered, nor shall any change be made in any scheme for the administration of old age pensions approved by the Governor in Council, except with the consent of the Governor General in Council or in accordance with the provisions of the regulations to which he has agreed.

Commence-
ment.

9. This Act shall come into force on a day to be fixed by the Lieutenant-Governor by his Proclamation.

XIII. EMPLOYMENT OFFICES CO-ORDINATION ACT

The present statement is the tenth annual report of the Employment Service Branch, being for the fiscal year ended March 31, 1928.

FUNCTIONS OF THE BRANCH

The primary function of the Employment Service Branch is administrative—that of administering the Employment Offices Co-ordination Act (chapter 57, R.S.C., 1927). This Act empowers the Minister of Labour,—

- (a) to aid and encourage the organization and co-ordination of employment offices and to promote uniformity of methods among them;
- (b) to establish one or more clearing houses for the interchange of information between employment offices concerning the transfer of labour and other matters;
- (c) to compile and distribute information received from employment offices, and from other sources, regarding prevailing conditions of employment.

The employment offices whose co-ordination and uniformity of methods are sought are the employment offices of the various provincial governments. The desired co-operation of the provinces, one with the other and all with the Department of Labour, is obtained by the device of federal subventions for employment service work provided for in the Act. In view of the close co-ordination of effort which is attained, the employment offices of the several provinces and the federal clearing houses, though each unit retains its individual identity, are commonly considered as a single organization known as "The Employment Service of Canada."

Emanating from the administration of the Act is the supplementary function recited in (c) above—that of collecting, compiling and publishing information which sheds light on the currently prevailing trend of the volume of employment. To fulfil this mission two classes of statistics are regularly prepared: (1) administrative statistics—those showing the volume of work performed by the offices of the Employment Service of Canada; and (2) trade union statistics—those compiled on the basis of monthly returns forwarded voluntarily by over 1,600 local trade unions, showing the percentages of their memberships unemployed. These statistics are all published monthly in the *Labour Gazette*.

AGREEMENTS WITH THE PROVINCES

The Employment Offices Co-ordination Act provides in section 6 that,—

The payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the minister and the Government of the province as to the terms, conditions and purposes within the meaning of this Act upon and for which the payments are to be made and applied, and upon such agreement being approved by the Governor in Council.

Accordingly, during the fiscal year 1927-28, uniform agreements were concluded with all the provincial governments except that of Prince Edward Island. The sum of money which was mentioned in the agreement as being available for payment by the Department of Labour to the provinces was \$150,000, the sum provided by statute. The amount of \$150,000, when distributed among the provinces in proportion to their expenditures on employment office administration and operation, enabled a repayment to them of 34.1 per centum of their gross expenditures. Due to a slight increase in their gross expenditures, the provinces benefited to the extent of 0.7 per cent less than in the preceding fiscal year. Table No. 1 on page 139 shows in detail the amounts

paid to the various provinces, dividing the totals under the different items which are considered legitimate expenditures under the Act. Moreover, on its part the Department of Labour undertook to, and did, furnish the provinces with the different forms utilized in the employment offices. The terms and conditions under which the moneys were to be paid to the provincial governments, as set forth in the agreement, were the same as during the previous fiscal year. That feature of the agreements of previous years, providing specifically for special employment work on behalf of veterans of the Great War who were partially disabled as a result of war services, was again preserved.

LOCATION OF EMPLOYMENT OFFICES

Every office of the Employment Service offers facilities for both men and women who are seeking work in any occupation, and for employers seeking any sort of help. Obviously, it is neither practicable nor advisable to segregate the various functions of the offices at all centres, but when the volume of work warrants it, and where the population to be served is of sufficient magnitude, such division of functions is made, and men's and women's, skilled and unskilled, farm, factory, and domestic, etc., divisions are separately operated. In Western Canada, where seasonal workers, such as farm labourers, are regularly hired in large numbers, it is common custom, particularly in Saskatchewan and British Columbia, to operate temporary offices. These are not included, however, in the list below.

During the year the number of centres at which offices are conducted remained at 64. The list of centres where offices are located follows:—

Nova Scotia (three centres).—Halifax, New Glasgow, Sydney.

New Brunswick (three centres).—Chatham, Moncton, St. John.

Quebec (five centres).—Hull, Montreal, Quebec, Sherbrooke, Three Rivers.

Ontario (twenty-five centres).—Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton, Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa, Pembroke, Peterborough, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Sudbury, Timmins, Toronto, Windsor.

Manitoba (three centres).—Brandon, Dauphin, Winnipeg.

Saskatchewan (nine centres).—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta (five centres).—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

British Columbia (eleven centres).—Cranbrook, Kamloops, Nanaimo, Nelson, New Westminster, Penticton, Prince George, Prince Rupert, Revelstoke, Vancouver, Victoria.

For the purpose of co-ordinating the efforts of the various local offices, and to enable the transfer of any kind of labour from districts over supplied to those where a dearth exists, eight clearing houses have been established throughout Canada. Those for provincial clearance, operated by the provincial governments as part of the Employment Service of Canada, are situated at Montreal, Toronto, Winnipeg, Regina, Edmonton and Vancouver. Those for interprovincial clearance, operated by the Department of Labour, in the interests of the Employment Service of Canada, are: Eastern Clearing House, Ottawa; Western Clearing House, Winnipeg.

STAFF

On March 31, 1927, the personnel of the Employment Service totalled 268. This number was distributed among the various component authorities as follows:—

(a) Provincial Governments.—Nova Scotia, 6; New Brunswick, 7; Quebec, 29; Ontario, 103; Manitoba, 20; Saskatchewan, 26; Alberta, 20; and British Columbia, 26; and

(b) Federal Government.—Department of Labour, Ottawa, 17; Western Clearing House, Winnipeg, 3; local employment offices at Halifax, 1; at Ottawa, 1; at Toronto, 3; at Winnipeg, 2; at Vancouver, 3; and at Victoria, 1.

At the close of the fiscal year under review, the total number of employees stood at 268, 30 of whom were employed by the federal Government and 238 of whom were provincial employees. The detailed distribution of staff was as follows:—

(a) Provincial Governments.—Nova Scotia, 6; New Brunswick, 7; Quebec, 29; Ontario, 104; Manitoba, 20; Saskatchewan, 26; Alberta, 20; British Columbia, 26; and

(b) Federal Government.—Department of Labour, Ottawa, 17; Western Clearing House, Winnipeg, 2; local employment offices, at Halifax, 1; at Ottawa, 1; at Toronto, 3; at Winnipeg, 2; at Vancouver, 3; and at Victoria, 1.

The explanation of the location of federal employees in local employment offices is that these employees have been placed in the employment offices at the centres mentioned to engage in specialized employment work on behalf of handicapped veterans of the war, in pursuance of the agreements between the federal and provincial governments. It will be noted that the staff of the Western Clearing House, at Winnipeg, was reduced from 3 to 2 during the year. This is accounted for by the fact that the vacancy caused by the decease of the Dominion Superintendent of Western Offices during the preceding fiscal year was allowed to lapse, it not being considered necessary to fill it for the time being, at least.

SPECIALIZED EMPLOYMENT WORK ON BEHALF OF HANDICAPPED EX-SERVICE MEN

In previous annual reports of the department there has been given some account of the taking over by the Employment Service of Canada from the Department of Pensions and National Health (formerly the Department of Soldiers' Civil Re-Establishment) of the duty of endeavouring to place in suitable employment men having physical handicaps due to service in the late war. During the fiscal year 1927-28, the Department of Labour again enlisted the co-operation of the provinces with respect to this task, this being the fourth fiscal year in which a special clause of the annual agreements covered the matter.

The agreements continued the terms and conditions for the carrying on of this work on the same basis as in previous years. The provinces agreed to undertake in all their employment offices to register and to endeavour to place in employment employable handicapped ex-service men; the Department of Labour undertook to appoint and pay in full any additional employees who might be necessary for the providing of adequate facilities at the more important points. Such federal employees were maintained in the provincial employment offices as follows: Halifax, 1; Ottawa, 1; Toronto, 3; Winnipeg, 2; Vancouver, 3; and Victoria, 1.

What was said concerning this phase of the work of the Employment Service of Canada in the annual report of last year may well be repeated in the present report. Employment work on behalf of handicapped ex-service men deserves attention for two chief reasons: first, the work accomplished reflects most favourably upon Canada in respect of her discharge of her obligations to those wounded in her service during the Great War; and second, federal-provincial co-operation, which is the watchword of the Employment Service, in this branch of the work is most advantageously exemplified. The provincial authorities assisted the Department of Labour in every way to make this work most successful. In earlier fiscal years, since the work was first taken over during 1923-24, it might have been considered that it was somewhat in the nature of an experiment, but the steady progress made indicates that the experimental stage has passed and that this phase of the work of the Employment Service of Canada has now been placed upon a rather permanent footing.

The work is difficult of satisfactory accomplishment. Certain classes of war disabilities practically preclude the possibility of those unfortunate enough to be afflicted with them being placed in employment, for positions suitable to the needs of such men are not sufficiently numerous to care for the employment requirements of the substantial number of men so situated making application. This means that casual employment has to be relied upon to a considerable extent to meet the requirements of such workers, and it is felt by those in close association with this work that the percentage of handicapped ex-service men who desire to secure employment and who can only secure casual work is increasing. Thus, while during the fiscal year 1927-28, there were 7,355 placements of handicapped ex-service men made by the different employment offices, 5,100, or over two-thirds, were in casual employment. However, of the remaining 2,255 placements in regular employment, a substantial number were permanently established and may be considered as removed from the employment office field indefinitely. In connection with employment for partially disabled men the employers throughout the country have continued to show a commendable spirit of co-operation with the employment offices: the idea that to secure 100 per cent efficiency in any occupation a man must be 100 per cent physically fit, has largely been overcome, and employers, generally speaking, are willing to give a disabled man a chance to fit in, where the nature of his disability is not such that it interferes with his efficiency.

The location of the federal employees doing this specialized employment office work is not wholly due to the fact that the centres where they are located are among the largest centres in Canada, but it is also due to the fact that a certain few centres are the places of residence of a very large proportion of all handicapped ex-service men, for such reasons as greater opportunities in industry, more favourable climatic conditions, etc. While the department has been petitioned on a couple of occasions to establish special handicap sections in other centres, in each case it has been found, on joint investigation with the provincial authorities, that the need was not sufficiently great to require such action.

EMPLOYMENT STATISTICS

As previously stated, certain statistical information covering the field of employment is regularly collected and compiled by the Employment Service Branch and published in the *Labour Gazette*. These statistics are of two classes: (a) administrative statistics, showing the work performed by the employment offices, based on daily reports received from the offices of the Employment Service; and (b) statistics based on monthly reports on unemployment, received from local trade unions. In addition, the *Labour Gazette* publishes each month index numbers of employment in industry and reports on building permits issued, which are collected by the Dominion Bureau of

Statistics in accordance with the Statistics Act. These statistics are all closely followed by large numbers of persons throughout Canada, and the numerous inquiries concerning them received in the department testify to their value.

STATISTICAL REPORT OF EMPLOYMENT OFFICES

The tables on page 140 show (table No. 2) applications, (table No. 3) vacancies, and (table No. 4) placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the fiscal year; an analysis of the vacancies and placements by industrial groups for the same period is also given (table No. 7) on pages 142 and 143.

As may be seen in the tables, during the year 1927-28 there were registered at the public employment offices a total of 556,754 applications for employment, 423,131 being from men and 133,623 from women. The total for the previous fiscal year was 540,749.

Opportunities for employment of which the offices were notified numbered 456,569, of which 340,649 were for men, and 115,920 for women. The corresponding total for the fiscal year 1926-27 was 456,375. Placements effected by the service show a total of 418,306, 322,108 having been men and 96,198 women. Considered on the basis of the duration of the prospective work, the figures are further sub-divided into "casual," i.e., where the duration of employment does not exceed seven days, and "regular," i.e., where the duration of employment is in excess of seven days. From this angle the placements of men show 65,253 to have been casual and 256,855 to have been regular. Of the placements of women 50,126 were casual and 46,072 were regular. It might be added that the statistics for the preceding fiscal year recorded placements of 319,246 men and 91,064 women, or a total of 410,310.

STATISTICS OF UNEMPLOYMENT AMONG TRADE UNION MEMBERS

From reports received from local trade unions, a figure is compiled monthly showing the percentage of the membership covered which is unemployed on the last day of the month. These statistics are worked out in considerable detail, being published in such form that each province as a whole, each industry as a whole, and each main division of each industry, for the whole of Canada, are shown separately. When referring to trade union members as unemployed, the term "unemployment" has reference only to involuntary idleness due to economic causes. Members who are engaged at work in other than their own trades or who are idle because of illness are not considered for statistical purposes as unemployed. Workers who are involved in strikes or lockouts are excluded from the tabulation. While the greater number of the reporting unions report regularly each month, slight fluctuations are inevitable, but ordinarily over 1,600 local unions, having a total membership of about 170,000 persons, co-operate with the branch by reporting. Thus, about sixty-three per cent of the organized workers in Canada are regularly covered in this tabulation.

Table No. 6 on page 141 gives the percentages of unemployment among the membership of reporting trade unions from June, 1916, to March, 1928. Up to January, 1919, the figures are given for the last day of each quarter, but subsequent to that date, due to their more frequent collection, the percentage at the close of each month is given. The figure in each case is that for all Canada, for all industries.

LABOUR MOBILITY

While the offices of the service are located at the points of chief industrial activity, the facilities afforded are not only utilized locally, but each office supplies a considerable number of workers to the contiguous districts. Out of the total of 418,306 placements effected, 217,246 were made outside of the centres in which the offices are situated.

Since 1919 the railways have accorded to bona fide applicants at the Employment Service, who may desire to travel to distant employment for which no workers are available locally, a concession involving a reduced fare. This privilege is effective on the following railroads: Canadian National, Canadian Pacific, Dominion Atlantic, Kettle Valley, Michigan Central, Pacific Great Eastern, Quebec Central, Temiskaming and Northern Ontario, and the Wabash. The reduced rate is for a second-class fare at 2.70 cents per mile, obtainable on the surrender of a certificate secured at the employment office. A minimum fare of four dollars is stipulated, so that a person travelling to employment at a distance where the reduced rate does not amount to the minimum is not able to derive the benefit therefrom. In table No. 5 on page 141, which gives details regarding the use of this certificate, it will be seen that 34,927 persons were by this means aided in securing employment.

Workers wishing to proceed from British Columbia to the Prairie Provinces to engage in harvest work were also accorded a substantially reduced fare by the railway companies. This excursion rate, which obtained from August 15 to September 7, was only available to persons whose services were necessary for harvesting operations at their proposed destination. It was good as far east as Regina and Saskatoon in Saskatchewan, being granted on the surrender of special certificates secured at the employment offices. Of these certificates the Employment Service in British Columbia issued 7,318.

EMPLOYMENT SERVICE COUNCIL OF CANADA

Under Orders in Council, P.C. 3111 and P.C. 2262, passed in pursuance of the Employment Offices' Co-ordination Act, there has been established a body advisory to the Minister of Labour in respect of the administration of the Act, known as the Employment Service Council of Canada. This council is composed of representatives of the various parties to the agreements, as well as representatives of the railways, organized labour, employers, returned soldiers, and the agricultural community. With one exception the council has met every year since its inception in 1919, the 1927 meeting being held in Ottawa on June 23 and 24. At this meeting the council devoted its attention to a consideration of the following matters: immigration, as affecting the Employment Service of Canada; the placement of handicapped workers; the harvest labour problem; the procedure of employment offices; the mobility of labour in its relation to unemployment; and private, fee-charging employment agencies. The recommendations emanating from the meeting were then formally presented to the Minister of Labour by the executive of the council on January 6, 1928.

CONFERENCE

The fifteenth annual meeting of the International Association of Public Employment Services was held in Detroit, Mich., on October 25, 26, and 27, 1927. It will be recalled that the 1926 meeting was held in Montreal, P.Q. This association is composed of a great many of the officials of the various governments of the United States and Canada, who are actively engaged in the operation of free public employment offices. The Department of Labour, since it is vitally interested in the proper functioning of public employment offices in Canada, was duly represented at the association's meeting. Many matters of common interest to employment services in the two countries were discussed at length, so that the experiences of each member were made available to all.

TABLE No. 1.—Federal Subventions to each province during the fiscal year 1927-28, giving distribution of payments among the different items of expense accepted as proper maintenance expenditures under the agreements

	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Canada
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Salaries.....	2,706 10	3,132 73	13,333 19	47,699 70	9,476 43	12,929 83	9,543 07	14,278 14	113,104 19
Travelling expenses.....	109 56	22 44	280 47	1,025 50	71 95	455 38	293 53	122 02	2,380 85
Rental and janitors.....	782 07	676 24	1,254 32	7,276 49	1,535 91	3,568 43	2,035 25	3,641 86	20,770 57
Heat.....	27 92	20 31	167 90	489 43	59 96	53 93	95 98	42 07	957 50
Light.....	20 53	20 75	112 06	246 43	75 19	81 96	25 92	44 58	627 42
Water.....	2 56	2 05	9 22	18 73	4 10	9 63	19 35	13 28	78 92
Office supplies and expenses.....	46 38	44 34	386 43	1,538 38	571 58	513 28	208 92	227 74	3,537 05
Telephones.....	153 13	101 80	211 65	2,267 48	463 73	611 77	670 15	592 11	5,071 82
Telegrams.....	6 85	12 70	21 34	430 79	62 02	98 91	129 00	150 90	912 51
Freight, express, cartage and postage.....	16 04	17 59	76 00	463 97	140 98	224 95	94 21	129 44	1,163 18
Advertising.....	31 25	3 57	55 66	160 55	17 06	175 05	4 00	23 46	470 60
Repairs and alterations.....			889 71			1 45	6 14		897 30
Unrefunded advances for transportation.....						28 09			28 09
Totals.....	3,902 39	4,054 52	16,797 95	61,617 45	12,478 91	18,752 66	13,130 52	19,265 60	150,000 00

TABLE No. 2—Applications for employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1927-March, 1928 (inclusive).

Province	Men	Women	Totals
Nova Scotia.....	4,157	4,191	8,348
New Brunswick.....	4,649	4,294	8,943
Quebec.....	40,828	9,063	49,891
Ontario.....	141,483	58,649	200,132
Manitoba.....	43,812	25,013	68,825
Saskatchewan.....	64,737	10,695	75,432
Alberta.....	64,330	9,547	73,877
British Columbia.....	59,135	12,171	71,306
Canada.....	423,131	133,623	556,754

TABLE No. 3—Vacancies in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1927-March, 1928 (inclusive).

Province	Men	Women	Totals
Nova Scotia.....	4,073	4,092	8,165
New Brunswick.....	4,380	4,319	8,699
Quebec.....	20,229	7,604	27,833
Ontario.....	111,191	46,455	157,646
Manitoba.....	30,796	22,895	53,691
Saskatchewan.....	77,418	11,540	88,958
Alberta.....	63,331	9,938	73,269
British Columbia.....	29,231	9,077	38,308
Canada.....	340,649	115,920	456,569

TABLE No. 4—Placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1927-March, 1928 (inclusive).

Province	Regular Placements			Casual Placements			Total Placements		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Nova Scotia.....	1,501	838	2,339	2,249	2,709	4,958	3,750	3,547	7,297
New Brunswick.....	2,016	881	2,897	2,126	3,360	5,486	4,142	4,241	8,383
Quebec.....	19,649	5,638	25,287	376	8	384	20,025	5,646	25,671
Ontario.....	71,198	15,530	86,728	30,111	18,876	48,987	101,309	34,406	135,715
Manitoba.....	28,448	6,959	35,407	6,472	14,838	21,310	34,920	21,797	56,717
Saskatchewan.....	56,783	5,962	62,745	6,557	3,642	10,199	63,340	9,604	72,944
Alberta.....	53,151	4,813	57,964	5,692	3,212	8,904	58,843	8,025	66,868
British Columbia.....	24,109	5,451	29,560	11,670	3,481	15,151	35,779	8,932	44,711
Canada.....	256,855	46,072	302,927	65,253	50,126	115,379	322,108	96,198	418,306

TABLE No. 5—Certificates for Special Transportation Rate issued in each province by the Employment Service of Canada during the year April, 1927-March, 1928 (inclusive).

Issuing Province	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Total
Nova Scotia.....								
New Brunswick.....								
Quebec.....			930	1,632					2,562
Ontario.....			190	7,235	188	38	5		7,656
Manitoba.....			8	3,941	4,731	3,117	194	4	11,995
Saskatchewan.....			1	4	375	3,718	115	4	4,217
Alberta.....					58	733	4,781	30	5,602
British Columbia.....				2	17	305	859	1,712	*2,895
Total.....			1,129	12,814	5,369	7,911	5,954	1,750	*34,927

*In addition, there were 7,318 certificates issued in British Columbia for a special harvest rate to Alberta and Saskatchewan.

TABLE No. 6—Percentage of their membership reported by Trade Unions as unemployed on specified dates

Month	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927	1928
January 31.....				3.9	4.0	13.1	13.9	7.8	7.5	10.2	8.1	6.4	6.8
February 28 (29).....				5.2	4.0	16.1	10.6	6.4	7.8	9.5	8.1	6.5	7.0
March 31.....		2.1	1.4	5.0	3.1	16.5	9.6	6.8	6.7	8.5	7.3	5.7	6.5
April 30.....				4.4	2.5	16.3	10.4	4.6	5.1	8.7	7.3	6.0	.....
May 31.....				3.6	2.4	15.5	8.7	4.5	7.3	7.0	4.9	5.2	.....
June 30.....	2.1	1.2	0.4	2.6	2.1	13.2	5.3	3.4	5.8	6.1	4.1	3.2	.....
July 31.....				2.4	2.4	9.1	4.1	2.9	5.4	5.2	2.3	3.3	.....
August 31.....				2.2	2.4	8.7	3.6	2.2	6.5	4.4	2.5	3.7	.....
September 30.....	1.5	1.7	0.7	1.8	3.3	8.5	2.8	2.0	5.9	5.7	3.3	3.1	.....
October 31.....				2.0	6.1	7.4	3.9	4.8	6.8	5.1	2.6	3.9	.....
November 30.....				3.6	10.2	11.1	6.2	6.2	9.7	5.7	4.7	5.2	.....
December 31.....	2.0	2.5	2.5	4.3	13.1	15.1	6.4	7.2	11.6	7.9	5.9	6.6	.....

N.B.—Figures given include union membership distributed throughout all provinces and all industries; usually over 1,600 local trade unions, with a combined membership of about 170,000 workers, report.

TABLE No. 7.—Positions Offered and Placements Effected, through the year April 1, 1927,

Industry	Nova Scotia			New Brunswick			Quebec			Ontario		
	Vacancies	Place-ments		Vacancies	Place-ments		Vacancies	Place-ments		Vacancies	Place-ments	
		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
Manufacturing	715	260	423	429	157	270	2,182	1,805	100	18,521	11,533	5,568
Animal products edible.....	95	9	87	14	1	13	30	26		402	205	164
Fur and its products.....							2	1		25	19	
Leather and its products.....	1		1				37	25	1	264	115	111
Lumber and its products.....	186	109	62	150	69	85	345	272	23	2,217	1,496	571
Musical instruments.....	7		7				2	2		57	35	18
Pulp and paper products.....	22	4	18	57	10	47	539	440	41	1,724	1,038	632
Rubber products.....				1			116	90		629	388	142
Textile products.....	11	2	9	10	1	9	566	503	1	1,494	781	307
Plant products edible.....	50	19	26	38	27	11	106	84	15	2,065	1,128	878
Wood distillates, etc.....							2	2		6	3	
Chemical and allied products.....	34	13	21	6		5	4	4		550	335	149
Clay, glass and stone.....	2	1	1	4		1	73	66		718	513	165
Electric current.....	19	19		2	2		7	6		395	331	41
Electric apparatus.....	3		3	8		7	4	2		939	530	387
Iron and steel products.....	239	61	165	98	35	62	189	162	6	4,901	3,279	1,256
Non-ferrous metal products.....	1		1	4	4		38	31		311	257	37
Mineral products.....	41	20	21	22	3	19	70	62	1	604	325	275
Miscellaneous.....	4	3	1	15	5	10	52	27	12	1,220	755	435
Logging	826	585	51	792	583	23	6,126	7,166		27,965	23,470	191
Fishing and Hunting	1	1		12	11					33	12	14
Farming	300	233	30	157	141	14	882	824	11	11,425	9,836	1,160
Mining	63	18	2	28	8		205	145	4	1,026	1,145	10
Coal.....	57	12	2	23	4					59	110	
Metallic ores.....	5	5		4	4		51			885	953	7
Non-metallic ores.....	1	1		1			154	145	4	82	82	3
Communication	44	12	32				1	1		429	286	131
Transportation	274	47	225	316	198	118	511	482	2	4,962	1,698	3,174
Street railway and cartage.....	194	14	178	91	41	50	178	163	2	1,982	544	1,399
Railway.....	28	1	27	55	9	46	2	2		328	240	73
Shipping and stevedoring.....	53	32	20	170	148	22	331	317		2,652	914	1,702
Construction and Maintenance	564	262	296	1,102	758	317	8,705	7,986	77	32,336	23,190	8,111
Railway.....	92	71	21	471	411	37	763	687	3	9,324	8,635	312
Highway.....	56	50	8	53	51	2	335	336		8,635	2,167	5,311
Building and other.....	416	141	267	578	296	278	7,607	6,963	74	14,377	11,388	2,488
Services	4,565	843	3,183	5,592	967	4,546	8,472	6,292	141	55,754	16,835	27,284
Governmental.....	115	5	111	27	13	13	89	75	4	2,070	1,334	683
Hotel and restaurant.....	190	52	101	219	170	48	1,298	1,059	13	3,922	2,510	485
Professional.....	334	74	214	96	49	44	602	497	22	2,949	1,672	886
Recreational.....	55	13	40	22	8	16	67	45	7	2,164	822	1,126
Personal.....	366	11	348	1,180	40	1,134	662	508	88	8,355	1,040	7,222
Household.....	3,505	688	2,369	4,043	682	3,291	5,743	4,105	7	35,971	9,358	16,881
Farm household.....				5	5		11	3		323	99	1
Trade	685	75	594	250	71	180	720	563	47	4,616	1,481	3,031
Retail.....	567	67	484	236	58	178	498	401	39	4,091	1,311	2,674
Wholesale.....	118	8	110	14	13	2	222	162	8	525	170	357
Finance	128	3	122	21	3	18	29	23	2	579	242	313
All Industries	8,165	2,339	4,958	8,699	2,897	5,486	27,833	25,287	384	157,648	6,728	48,987
Men.....	4,073	1,501	2,249	4,380	2,016	2,126	20,229	19,649	376	111,191	71,198	30,111
Women.....	4,092	838	2,709	4,319	881	3,360	7,604	5,638	8	46,455	15,530	18,876

Offices of the Employment Service, in Each Industry During to March 31, 1928

Manitoba			Saskatchewan			Alberta			British Columbia			Canada		
Vacancies	Place-ments		Vacancies	Place-ments		Vacancies	Place-ments		Vacancies	Place-ments		Vacancies	Place-ments	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
1,636	500	1,133	1,394	493	845	2,922	1,821	1,077	4,959	2,459	2,364	32,758	19,628	11,780
80	41	66	305	69	231	113	47	64	339	143	191	1,378	541	816
26	3	23	8	.....	7	49	6	43	.....	62	60	600	29	73
60	10	42	71	10	60	190	10	180	68	.....	62	601	170	457
218	128	88	284	163	95	1,220	1,123	105	1,788	1,350	325	6,408	4,710	1,354
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	66	37	25
215	37	177	21	5	16	22	4	18	338	90	244	2,938	1,628	1,193
3	3	.....	9	.....	9	8	2	6	15	3	14	781	486	172
164	49	105	16	12	4	35	22	12	91	17	71	2,387	1,387	518
182	50	130	156	28	128	154	72	79	332	225	101	3,083	1,633	1,368
2	1	1	6	.....	6	30	15	15	60	11	49	106	32	71
125	7	117	3	.....	3	49	27	20	55	34	21	826	420	336
28	10	21	66	48	10	141	130	5	64	40	52	1,126	808	255
47	44	1	15	9	6	29	15	13	164	162	4	678	588	65
76	7	69	58	.....	58	20	6	14	26	5	21	1,134	550	559
249	79	165	289	117	162	629	229	377	1,215	258	959	7,809	4,220	3,152
7	3	4	1	1	.....	11	2	10	31	25	8	404	323	60
28	2	26	35	21	20	100	71	35	134	23	111	1,034	527	508
126	26	98	51	10	30	122	40	81	209	73	131	1,799	939	798
2,801	5,957	.....	2,453	2,221	.....	3,294	3,305	.....	4,981	4,656	75	49,238	44,943	340
36	34	.....	4	3	.....	31	30	1	44	31	11	161	122	26
18,010	18,237	1,241	63,015	49,162	515	44,999	40,238	396	5,732	12,346	595	144,520	131,017	3,962
189	69	6	124	82	4	1,423	1,298	67	821	775	15	3,879	3,537	108
.....	5	.....	121	80	4	1,257	1,165	35	44	46	1	1,561	1,422	42
177	59	.....	.....	.....	.....	10	10	.....	706	662	9	1,838	1,693	16
12	5	6	3	2	.....	156	123	32	71	64	5	480	422	50
14	12	2	66	45	-1	76	51	18	18	11	7	648	418	191
1,439	114	287	894	213	667	713	197	512	1,956	252	1,644	10,065	3,201	6,629
404	86	277	697	77	609	693	187	502	955	94	833	5,194	1,206	3,850
19	14	7	196	136	58	20	10	10	76	30	31	724	442	252
16	14	3	1	.....	.....	.....	.....	.....	925	128	780	4,147	1,553	2,527
4,686	3,466	1,060	5,554	4,550	641	6,459	5,735	718	6,566	4,168	2,141	65,963	50,115	13,362
1,957	1,684	8	2,838	2,716	37	2,782	2,717	86	2,214	1,994	63	20,441	18,915	567
380	388	26	588	477	89	810	648	125	753	438	307	11,610	5,555	5,808
2,349	1,394	1,026	2,128	1,357	515	2,858	2,370	508	3,599	1,736	1,771	33,912	25,045	6,927
23,193	6,699	15,302	13,758	5,816	6,020	11,657	5,019	4,689	11,225	4,557	6,606	134,216	47,028	67,765
61	39	25	144	29	109	125	60	65	228	102	121	2,859	1,657	1,131
2,104	1,609	592	1,053	652	201	1,225	930	78	893	609	224	10,904	7,591	1,742
481	187	277	1,201	919	174	234	106	111	380	181	180	6,277	3,685	1,908
286	77	213	107	18	84	241	73	164	361	85	270	3,503	1,141	1,920
2,019	67	1,904	1,933	62	1,859	1,350	150	1,180	2,847	184	2,658	18,712	2,062	16,393
17,032	3,719	12,289	6,111	2,075	3,591	5,955	2,171	3,091	6,478	2,658	3,147	84,838	25,456	44,666
1,210	1,001	2	3,209	2,061	2	2,527	1,529	.....	38	738	.....	7,323	5,436	5
2,557	308	2,163	1,676	155	1,491	1,686	264	1,413	1,960	283	1,669	14,150	3,200	10,588
1,250	224	972	1,058	104	936	771	155	609	1,325	177	1,146	9,796	2,497	7,038
1,307	84	1,191	618	51	555	915	109	804	635	106	523	4,354	703	3,550
130	11	116	20	5	15	18	6	12	46	25	30	971	318	628
53,691	35,407	21,310	88,958	62,745	10,199	73,269	57,964	8,904	38,308	29,560	13,151	456,569	302,927	115,379
30,796	28,448	6,472	77,418	56,783	6,557	63,331	53,151	5,692	29,231	24,109	11,670	340,649	256,855	65,253
22,895	6,959	14,838	11,540	5,962	3,642	9,938	4,813	3,212	9,077	5,451	3,481	115,920	46,072	50,126

XIV. TECHNICAL EDUCATION ACT

The period during which federal grants on technical education are available to the provinces is drawing to a close. The Technical Education Act (Revised Statutes, 1927, chapter 193), which provides for the payment of grants to the Provincial Governments averaging \$1,000,000 per annum for a period of ten years, expires on March 31, 1929. The grants paid to the provinces for the fiscal year ended March 31, 1928, amounted to \$965,955.32, a decrease of \$81,580.48 from the previous year. The provinces of Ontario, Quebec, New Brunswick and Alberta are now earning more than their annual appropriations under the Act. The money allotted to Ontario has not been sufficient to meet Provincial Government expenditures since 1921, but the amounts available for all other provinces, due to accumulated reserves, have been more than sufficient to meet the provincial expenditures on a fifty-fifty basis. The Act provides that not more than 25 per cent of the annual appropriation to any province may be carried forward without the consent of the Minister of Labour, and last year the provinces of Saskatchewan, Manitoba, Nova Scotia, and Prince Edward Island lost a total of \$115,119.63 because their expenditures were not sufficient to earn 75 per cent of the annual appropriations. Particulars regarding grants, expenditures, attendance, etc., are given in tables I, II and III, hereto appended.

COURSES OF STUDY AND ENROLMENT

Commercial, home economics, technical, and general industrial courses have become fairly well established in the secondary day schools of municipalities, and over 100 different courses have been organized in connection with evening schools which are being operated in 191 municipalities throughout the Dominion. The total enrolment in day vocational classes has increased from 8,512 in 1919-1920 to 40,961 for the school year ended June 30, 1928. In evening classes, which were established before the Act came into operation, the enrolment has increased during the past eight years from 51,827 to 66,367. The total enrolment in all vocational classes receiving grants under the Technical Education Act was 109,008 for the past year, an increase of 12,326 over the previous year.

BULLETINS

Five bulletins were issued during the year, namely, "Woodworking and Building Construction"; "Apprenticeship and Vocational Schools"; "Metal Trades"; "Electricity and Printing"; and "Automobile Mechanics, Gas and Steam Engineering". These bulletins, with the exception of the one on apprenticeship, were compiled from material submitted by teachers and others interested in vocational education in Canada. Over four thousand copies of each bulletin have been distributed throughout the Dominion.

The bulletin on Woodworking and Building Construction is divided into two parts, the first consisting of outlines of the various courses in these subjects in day and evening classes, the second being a list of recommended textbooks and references for use in the various woodworking departments.

The bulletin entitled "Apprenticeship and Vocational Schools" consists of four papers read at the second annual convention of the technical section of the Ontario Education Association at its meeting held in Toronto. These papers deal with the following subjects: Apprenticeship in the Building and Construction Industry, by J. M. Pigot; Apprenticeship and Labour Organiza-

tions, by J. T. Marsh; Co-Operative Apprentice Training, by R. V. Russell; and Co-ordination of Drafting and Shopwork, by J. B. Temple. These papers were published at the request of the conference. Complete proceedings of this convention were not printed, and it was felt that the papers comprising this bulletin were of sufficient interest and value to teachers and others interested in vocational education to warrant their publication.

The bulletin on metal trades is divided into three parts. The first part consists of outlines of courses in machine shop practice as given to day and evening students in technical schools; the second part deals with forge work, foundry practice and welding; and the third part with sheet metal work and plumbing. Each of these sections contains a list of textbooks and references suitable for students following the courses.

The bulletin on electricity and printing is divided into two parts. The first part consists of outlines of the various courses in electricity given in day and evening classes, together with a list of textbooks and references on electricity. The second part consists of courses in printing. A list of textbooks and references suitable for students following the course in printing is also given.

The bulletin entitled "Automobile Mechanics, Gas and Steam Engineering," describes the courses given in various technical schools throughout the Dominion and also gives a trade analysis of motor mechanics. A list of suitable equipment and textbooks for use in vocational schools is appended to the bulletin.

LEGISLATION

ONTARIO

Without doubt the most important development of the past year was the enactment of the Ontario Apprenticeship Act (chapter 25, Statutes 1928).

The Act provides for the appointment of an Inspector of Apprenticeship who shall keep a register of all contracts or indentures, supervise and inspect the application and operation of the Act in each designated trade, assist the apprenticeship committees and others in carrying out its provisions, and promote interest in the adoption of the Act in different industries.

In all designated trades, no minors may be employed for a longer period than three months except under contract of apprenticeship. Indentured apprentices must be registered within three months of the date when the Act becomes effective in any trade, and other learners, not under contract, must sign a contract in accordance with the Act for the balance of their training periods. No contract shall be for a period of less than two years. All contracts shall be signed by the apprentice, his father (or guardian), and the employer. Contracts may be terminated or cancelled by the inspector, by mutual agreement of all parties, or for "good and sufficient reasons." Provision is made for the transfer of apprentices from one employer to another.

The organization of the work and the programs of training are to be determined by regulations of the Lieutenant-Governor in Council. These regulations govern the formation of apprenticeship committees in defined areas, the duties, powers and procedure of these committees, the length of the periods of apprenticeship, the qualifications for entry, the courses of training, the nature and number of classes to be attended, the number of apprentices, the assessment of employers, the records to be kept, etc.

Provision is made for close co-operation with existing vocational schools, but the control of apprentice training is placed in the hands of the Minister of Labour. The members of apprenticeship committees receive no salaries but

are to be reimbursed for travelling and living expenses while attending meetings and the Government will pay the cost of operating the committees. A penalty of not less than ten dollars and not more than one hundred dollars is provided for violation of the provisions of the Act.

QUEBEC

A 1928 amendment to the Quebec Technical or Professional Schools Act, to take effect on proclamation, authorizes the Lieutenant-Governor in Council to organize arts and trades schools in any municipality whenever he deems it necessary, to assist in the development of primary technical education, and to appoint directors and professors and the necessary staff and provide for their remuneration.

A council of improvement is also to be appointed, which is to consist of seven members appointed for three years. The Provincial Secretary, the Director General of Technical Education, the Director of the School of Fine Arts of Montreal and the Superintendent of Education shall be members ex officio, the Provincial Secretary being also chairman; the members of this council of improvement are to be a consulting body and shall examine educational matters of interest to the school. They shall serve gratuitously.

The Lieutenant-Governor in Council may appoint a board of patrons for such schools, selecting people of standing in every field whose influence would promote the development of the school. Such persons shall serve gratuitously.

The immediate direction of each arts and trades school shall be entrusted to professors who, under the supervision of the directors, shall apply the course of study which is established. The directors shall see to the proper working and financial administration of the school.

REVIEW OF GENERAL PROGRESS

While one cannot forecast the future, it is very gratifying to review the progress of the past nine years and to realize that the financial assistance provided under the Act has been the means of promoting new work in all parts of Canada and of enabling the provincial Governments to embark on programs of vocational and technical education which are essential to the development of Canada's natural and human resources.

A splendid start has been made in expanding and adjusting the educational systems of the various provinces to meet the needs of young people entering industrial and commercial life and of older persons employed in occupations of a non-professional nature. Heretofore the efforts of the schools and colleges along vocational lines have been confined to the training of teachers, doctors, lawyers and other professional workers, but now an effort is being made to develop courses of study and special training programs for all types of workers. The educational systems of each province are becoming more democratic in the sense that equal opportunities for development and training are being provided for all pupils regardless of their social or economic status. While much has been done along this line, much more remains to be accomplished before every pupil entering the elementary schools will have an opportunity of securing the training and knowledge which will best fit him or her for the duties and responsibilities of the occupational world.

The grants provided under the Technical Education Act have been restricted to certain types of schooling which are intended to prepare pupils for successful careers in industry, commerce, home-making, and commercial art. The courses of instruction vary in each province and changes are being made frequently in an effort to develop training programs to meet the needs and conditions of various municipalities.

In some cases the work of the day school is confined to general courses of an industrial nature, the purpose of which is to retain the interest of pupils in school work by appealing to their natural interests and aptitudes, and to develop desirable habits of work and study which will be beneficial in any vocation. Such courses, while highly desirable as a part of the general educational program, should not be called vocational education. They must be supplemented by practical training for a chosen occupation before they may be included in the program on which federal grants are paid.

In a few cases, the day vocational schools are attempting to provide complete vocational training for certain skilled trades. While this may be a feasible or even desirable practice for a limited number of occupations, it is very doubtful if such a scheme can be developed to provide adequate training for the great majority of skilled occupations.

It is becoming increasingly clear that industrial education in Canada can only be developed to its full scope when the schools and industry work together in organizing and supervising complete training programs for boys and girls entering every branch of industrial life. The federal director is convinced that such co-operation is highly desirable, if not necessary, in developing commercial work and other branches of vocational education, and it is hoped that those in charge of this work will strive to bring about closer co-operation with employers and employees in all branches of industry, commerce, agriculture, home-making and applied art.

Another development of interest is the increased demand on the part of employers for technical school graduates. Two of the provinces, namely, Quebec and New Brunswick, report that they are unable to meet the demands from the more important industries, for students with special training. In Ontario, outstanding progress has been made in the placement of technical students in suitable occupations. A compilation of placements of students from all vocational schools in the province of Ontario, as far as these were obtainable, shows that, during the past year, no less than 9,392 students secured positions where their special qualifications were required.

SUMMARY OF DEVELOPMENTS

The following is a summary of progress made in vocational education in each province during the school year, ended June 30, 1928. It indicates the scope of the work receiving federal grants and the extent of developments in different parts of the Dominion.

PRINCE EDWARD ISLAND

There has been a decided expansion in enrolment in all technical classes in Prince Edward Island. The number of students attending day school in Charlottetown rose from 191 last year to 937 in the year under review, while the number of students in evening classes throughout the province increased from 390 in the year 1926-27 to 430 in the present year. The large increase in the day enrolment is accounted for by the inauguration of special courses in agriculture.

The chief feature of development has been in connection with inspectorial work. The newly appointed inspectors have been given special instruction by means of summer courses. Their duties are to relate as far as possible the program of the rural school with the interests and activities of the community.

NOVA SCOTIA

Throughout the province of Nova Scotia there has been a definite increase in registration in nearly all departments of vocational education. The number of students in the day and special classes increased from 260 in 1926-27 to 471 in the present year, and the enrolment in correspondence classes advanced from 888 in 1926-27 to 1,051 in the present year. Evening classes also showed a decided advance over last year.

On every hand, there is evidence of progress in all phases of technical education. One industrial community, on its own initiative and without special subsidy, organized pre-vocational classes. Excellent results were obtained. This form of training will be extended in that town next year and several other places are planning to undertake similar work.

NEW BRUNSWICK

Interest in vocational education in the province of New Brunswick continues to grow. The most encouraging development during the year was the change in the attitude of the employer towards labour. In the past, these men had been critical and were reluctant to give employment to students from vocational schools, but this attitude has changed and there is now a steady demand for boys with technical training. The wages offered to young persons who have taken the courses at the vocational schools is considerably higher than that offered to those without this training.

The growth of the pulp and paper industry in the province, and the recent advancements in the manufacture of newsprint within its boundaries, has made it appear advisable to offer special training to young men desiring to enter this industry. A beginning was made during the year in connection with the evening classes of the Edmundston school and it is hoped that this may develop into a full time day school.

QUEBEC

Among the outstanding changes in vocational education in the province of Quebec this year must be mentioned the termination of the activities of the Council of Arts and Manufactures of Quebec. This council has been conducting evening and day technical classes in 15 centres with annual enrolments of approximately 5,000 students. The valuable contribution to technical education which has been rendered by the council for the past fifty-six years will in future be continued under the immediate supervision of the Director General of Technical Education and the Director of Fine Arts. Hence these classes will be on a more uniform basis and in closer co-operation with the technical schools.

Another innovation has been the organization of a pension fund for the teachers and administrators of vocational schools throughout the provinces. The system adopted was one which took advantage of the facilities offered by the Government Annuities Branch of the federal Department of Labour. A large proportion of the teaching staff has already joined the pension scheme, and, within the next few months, it is expected that all will have signed the requisite contracts.

ONTARIO

The province of Ontario reports a growing interest in vocational education as evinced by the increased number of students attending technical schools. During the year there was an enrolment of 20,193 full-time, 2,878 part-time, and 1,455 special day pupils, an increase in enrolment amounting to 2,812

pupils or 12.95 per cent. The number of teachers employed increased from 607 to 660, an increase of 8.73 per cent. The number of students enrolled in evening classes was 39,096, an increase of 1,119 over last year.

A very striking evidence of progress is shown by the extensive building programs either planned or completed during the year. The Advisory Vocational Committee of the city of Toronto prepared plans for a large technical and commercial school which will contain about eighty rooms. The city of Belleville has plans approved for a modern composite school building, Peterborough has started the erection of an addition to the Collegiate Institute to accommodate the technical and commercial departments. Timmins completed an addition to the high school which will provide for instruction in mining, mechanical trades, home economics, and commercial work. Plans for additions are under consideration at Brantford, Welland, Oshawa, Hamilton, Chatham, London and Ottawa. Port Arthur let contracts for a combined technical and commercial school.

Among the outstanding achievements in Ontario is to be noted the extensive placement of technical students in suitable occupations. From the School of Navigation at Kingston, Prof. A. L. Clark reported that 136 students had successfully passed government examinations for various grade certificates and obtained suitable positions. The London Technical School placed 382 of its students during the year. The evening Telegraph School at North Bay found suitable occupations for thirteen pupils; while a summary from all vocational schools in the province, as far as these were obtainable, shows that from the various courses placements were as follows:—

	Placements
Industrial Courses.....	3,193
Home-making Courses.....	1,378
Art Courses.....	99
Commercial Courses.....	4,282
Agricultural Courses.....	92
Navigation Courses.....	198
Marine Engineering.....	27
Telegraphy Courses.....	15
Mining Courses.....	108
Total placements.....	9,392

MANITOBA

Due to increased activity in the mining and pulpwood industries in the province of Manitoba, there is an increased demand for young men and women who have had special training along these lines. The students from the technical schools are meeting this demand and frequent requests are being received at the schools for students who have special training. The enrolment in both the day and evening classes has increased, the total day enrolment being 2,422 as compared with 2,155 last year, and the enrolment in all evening classes being 1,658 as compared with 1,200 in the previous year.

The most distinctive advance made during the year was in home study by correspondence. Throughout the province there are many people living in isolated districts who are anxious to secure vocational training. Others, who live in the cities and towns, require training in subjects which are not taught in regular vocational classes. For these people, the correspondence courses offer opportunities to satisfy their ambitions. The enrolment in correspondence classes increased from 32 in 1926-27 to 111 in the present year.

SASKATCHEWAN

The province of Saskatchewan does not report any material advances in its vocational education program. Due to its extensive agricultural interests it is hardly likely there will be any great development in this type of education for some years to come, except in a few of the larger centres. Day vocational classes are conducted in Regina, Saskatoon and Moose Jaw, and evening classes, in a great number of subjects, are conducted in Regina and Saskatoon. Evening classes in Moose Jaw have been discontinued.

ALBERTA

The province of Alberta has been experiencing extensive mining and agricultural developments; manufacturing is beginning and the spirit of optimism is large throughout the province. The use of complex machinery is becoming more general and has led to a demand for mechanical experts and skilled craftsmen. Hence the vocational schools are being called upon to give special training along industrial, agricultural and commercial lines. The Calgary School Board has unanimously decided to erect a technical high school during the coming year.

The Technical Institute has had a year of expansion and the relationship between the school and industry has been strengthened. The students in the second year classes in steam engineering were distributed for practical shop experience among the large power plants of the city. A committee of master plumbers and journeymen supervised an evening class of apprentice plumbers and steamfitters, which was attended by all apprentices in the city.

BRITISH COLUMBIA

British Columbia reports a decided increase in the number of pupils in day, evening and correspondence classes. The total number of pupils in these three classes for the year 1926-27 was 8,657, while for the present year it is 9,263, an increase of 790. A new technical school is being erected in Vancouver and an addition is being made to the T. J. Trapp School at New Westminster. Evening classes are conducted in forty-nine municipalities. Correspondence lessons in coal mining and surveying are being given to 228 students throughout the province. Separate teacher training classes are conducted for industrial and commercial teachers.

TABLE I.—MONEY AVAILABLE AND MONEY PAID TO THE PROVINCES UNDER THE TECHNICAL EDUCATION ACT FOR THE FISCAL YEAR ENDED MARCH 31, 1928

Province	Annual appropriation	Balance from past years	Total amount available	Amount paid to provinces	Total amount carried forward	Amount lapsed
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	70,374 35	124,046 94	194,421 29	59,355 49	135,065 80	Nil
Alberta.....	77,725 40	31,871 00	109,596 40	74,000 10	35,596 30	Nil
Saskatchewan.....	97,165 78	201,058 94	298,224 72	17,048 13	225,350 38	55,826 21
Manitoba.....	80,218 72	173,711 30	253,930 02	27,529 51	193,765 98	32,634 53
Ontario.....	347,636 30	Nil	347,636 30	347,636 30	Nil	Nil
Quebec.....	281,751 31	138,460 32	420,211 63	329,072 14	91,139 49	Nil
New Brunswick.....	54,640 80	37,139 43	91,780 23	70,107 03	21,673 20	Nil
Nova Scotia.....	70,288 60	169,256 82	239,545 42	29,224 77	186,828 97	23,491 68
Prince Edward Island.....	20,198 74	52,920 08	73,118 82	11,981 85	57,969 76	3,167 21
Totals.....	1,100,000 00	928,464 83	2,028,464 83	965,955 32	947,389 88	115,119 63

TABLE II.—SUMMARY OF EXPENDITURES BY PROVINCIAL GOVERNMENT ON VOCATIONAL EDUCATION FOR FISCAL YEAR ENDED MARCH 31, 1928

Province	Expenditures on Provincial Government Work					Grants to Local School Boards and Institutions				Total expenditures by Provincial Government
	Adminis- tration	Teacher Training	Corres- pondence Instruction	Other Provincial Institutions	On Capital Account	On Teachers' Salaries	On Main- tenance	Special and other Grants	\$	cts.
British Columbia.....	7,932 55	5,104 01	3,744 65	88,549 43	15,501 35	86,428 45	.....	.....	118,711	01
Alberta.....	15,709 19	.....	9,750 17	.....	938 02	33,053 40	.....	.....	148,000	21
Saskatchewan.....	2,366 39	.....	.....	.....	2,423 20	29,306 69	.....	.....	34,096	28
Manitoba.....	2,503 65	.....	607 90	.....	7,625 86	44,321 62	.....	.....	55,059	03
Ontario.....	19,999 79	18,806 38	.....	113,000 83	246,389 12	590,852 79	.....	39,000 00	915,048	08
Quebec.....	16,093 37	2,000 00	.....	.....	42,567 26	81,634 60	.....	527,120 00	658,144	28
New Brunswick.....	3,788 34	7,297 31	9,821 43	.....	.....	30,763 11	4,717 86	2,926 59	140,214	10
Nova Scotia.....	9,547 17	567 55	.....	.....	4,415 24	9,166 43	2,893 96	1,779 99	58,449	57
Prince Edward Island.....	5,140 55	.....	.....	.....	.....	.....	.....	.....	23,903	72
Totals.....	85,011 00	33,775 25	23,924 15	201,550 26	319,860 05	995,527 09	7,611 82	574,426 66	2,151,686	28

TABLE III.—VOCATIONAL SCHOOLS, TEACHERS AND PUPILS IN CANADA—SCHOOL YEAR ENDED JUNE 30, 1928

Province	Number of Municipalities Conducting Classes		Number of Teachers				Number of Pupils				Teacher-Training		
	Day	Evening	Day	Evening	Corres-pondence Depart-ment	Total	Day	Evening	Corres-pondence Depart-ment	Total	Schools	Teach-ers	Pupils (teach-ers in train-ment)
British Columbia.....	15	49	181	252	3	436	3,591	5,441	228	9,263	2	7	52
Alberta.....	3	11	86	101	4	191	2,120	2,610	290	5,020	.....	.....	.....
Saskatchewan.....	3	2	44	42	.....	86	954	1,144	.....	2,098	.....	.....	.....
Manitoba.....	4	1	215	51	2	268	2,422	1,658	111	4,191	1	1	14
Ontario.....	34	57	831	1,276	.....	2,107	24,526	39,096	.....	63,622	1	20	231
Quebec.....	16	14	149	427	.....	576	4,839	11,491	.....	16,330	.....	.....	.....
New Brunswick.....	8	9	64	100	.....	164	1,101	1,874	.....	2,975	1	4	67
Nova Scotia.....	2	26	7	136	14	157	471	2,620	1,051	4,142	1	2	31
Prince Edward Island.....	1	15	21	24	.....	45	937	430	.....	1,367	.....	.....	.....
Totals.....	86	184	1,598	2,409	23	4,030	40,961	66,367	1,680	109,008	6	34	395
Totals, 1927.....	78	170	1,515	2,129	22	3,666	34,703	60,313	1,666	96,682	4	20	213

PRINCE EDWARD ISLAND

REPORT OF THE DEPUTY MINISTER OF AGRICULTURE

J. W. Boulter

During the year ending June 30, 1928, the following courses were offered in connection with the Technical Education Act:—

I. Short term courses in home economics, including millinery, dressmaking, laundry, home nursing, household administration, accounts and English reading.

II. Short term courses in motor mechanics, woodworking, blacksmithing, civics, commercial arithmetic, English reading, and drawing.

III. Special short course for cheese and butter makers, followed by visits of instructors and students to factories for inspection, observation and demonstration.

IV. Commercial course of two years to students having completed two years of high school work.

V. Night school courses for day workers, to fit them for advancement.

VI. Special courses through schools relating to agriculture.

ENROLMENT

There is only one day vocational school in Prince Edward Island and that is conducted in Charlottetown. The total enrolment in this school for the past year was 937. Evening schools were conducted in fifteen centres, with a total enrolment of 430 pupils. The number registered by courses was as follows: Course I, 23; Course II, 118; Course III, 34 (individual instruction at factories); Course IV, 13; Course V, 430; Course VI, 749.

The chief feature of development during the year has been in connection with the inspectoral staff of the public schools. With a view to rendering more aid to agriculture through the schools, the number of inspectors has been increased, and by means of summer courses they have been given special instruction for the work. Under the system as at present organized their duties are largely those of itinerant teachers seeking to relate as far as possible the program of the rural school with the interests and activities of the community. In this connection the inspectors work both in the school and with groups of teachers who come together from time to time for purposes of study and consultation.

The course of study in woodworking, which course was carried on throughout the year in the city of Charlottetown, was reorganized with a view to having the members make useful articles of furniture for office and home. The result of this change was most satisfactory. A splendid display of very useful articles was held at the close of the course.

The number of night schools organized in rural centres increased considerably. These were supervised by the inspectoral staff of the province, and very favourable reports were received in connection with the work done.

PRINCE EDWARD ISLAND—STATEMENT OF ATTENDANCE AND NUMBER OF
TEACHERS IN DAY VOCATIONAL CLASSES

For Period July 1, 1927, to June 30, 1928

Municipality and School	Department	Full-time classes		Part-time classes		Short-term and Special Classes		Number of individuals enrolled			Teachers			
		Total enrolment	Average attendance	Total enrolment	Student hours	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female
Charlottetown	Commercial	13	13	.....	.....	.....	.....	.....	.....	13	1	4	3	2
	Industrial .....	.....	.....	.....	.....	118	4,497	.....	.....	118	.....	1	1	1
	Home Economics .....	.....	.....	.....	.....	23	2,541	.....	23	23	.....	5	.....	5
	Agricultural .....	.....	.....	.....	.....	749	.....	187	562	749	9	.....	9	.....
	Dairy Course .....	.....	.....	.....	.....	34	.....	34	.....	34	1	.....	1	.....
Totals .....	.....	13	13	.....	.....	924	.....	.....	.....	937	11	10	14	7

PRINCE EDWARD ISLAND—STATEMENT OF ATTENDANCE AND NUMBER OF
TEACHERS IN EVENING VOCATIONAL SCHOOLS FOR PERIOD
DECEMBER 1, 1927, TO MARCH 1, 1928

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by Clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Georgetown	6	1	25	1,044	25	.....	25	1	.....	1
Abrams Village	6	1	24	736	24	.....	24	1	.....	1
St. Ignatius	6	1	22	1,493	22	.....	22	1	.....	1
Rustico Cross	6	1	22	552	22	.....	22	1	.....	1
Mt. Carmel	6	1	22	510	22	.....	22	1	.....	1
Cardigan	6	1	17	510	17	.....	17	1	.....	1
St. Andrews	6	1	19	1,287	19	.....	19	1	.....	1
Tignish	6	1	18	754	18	.....	18	1	.....	1
Mt. Buchanan	6	1	27	995	27	.....	27	1	.....	1
Egmont	6	1	19	224	19	.....	19	1	.....	1
St. Nicholas	6	2	46	1,539	27	19	46	1	1	2
Eldon	6	1	30	296	30	.....	30	1	.....	1
Uigg	6	2	21	220	21	.....	21	2	.....	2
Baltic	6	1	15	1,086	15	.....	15	1	.....	1
Charlottetown	10	8	103	1,188	39	64	103	3	5	8
Totals .....	.....	24	430	12,434	347	83	430	18	6	24

NOVA SCOTIA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

Dr. F. H. Sexton

There has been a definite increase in registration in nearly all departments of vocational education during the year 1927-28. The total enrolment rose from 3,535 in the previous year to 4,142 for the present period. The number attending evening technical classes was augmented from 1,977 to 2,010, while in the evening coal mining schools the students in attendance increased from 542 to 630. In the part-time classes given in home economics to pupils at the Rural Science Summer School, the registration jumped from 73 to 375. In the correspondence-study courses the registration moved from 888 to 1,051.

All this enlargement of appreciation for opportunities of self-improvement in technical training is most gratifying in the face of the continuous dropping in numbers which had to be reported in the two previous years. The reason is not far to seek. Hard times and industrial depression have prevailed in Nova Scotia for a number of years after the world-wide business slump of 1920-21. Recently, however, the face of things in the province has changed and nearly all branches of industry have become prosperous. This has given the people new heart and confidence. The depressing influence of unemployment works directly against the attendance in all forms of vocational education for adults. Even if a man has no work whatsoever and he has complete control of his time, he usually will not try to improve his knowledge and skill through evening classes, correspondence courses, etc. When industry is very brisk, the demand for training of this kind is at its highest. The increases recorded in registration for technical instruction in the province during the past year is a fair index of the changed industrial outlook there.

NOVA SCOTIA COLLEGE OF ART

The total enrolment in this institution was maintained at practically the same level as in the previous year. The number of teachers taking part-time courses, however, was much greater. A course of lectures was held under the auspices of the college in order to stimulate the appreciation of art by the public. The students continued to help many worthy efforts for community betterment by designing and executing attractive advertising posters, many of which were of great merit. Such work is of special benefit because it inspires the pupil with a high motive and gives him concrete problems which he can see applied to practical use. Many of the students helped to pay their expenses by carrying out projects in drawing design and craft work, which were sold to patrons and to the public. Such work is not allowed to interfere with the regular instruction, but is encouraged as supplementary activity wherein the principles of art may be worthily applied.

Graduates of the school continued to establish themselves satisfactorily. Those who pursued advanced instruction in other institutions ranked high in their classes. Some have established their own studios. One had a picture accepted and hung in the Royal Academy and later chosen by the trustees of the Canadian National Gallery for the special exhibition of the work of Canadian artists there last winter.

CORRESPONDENCE STUDY DIVISION

This work showed a fair amount of progress during the year. It is felt that the number of students enrolled in the province is not as great as it should be, but the campaign for new pupils is not carried on in as broad and varied a manner as is used by those agencies which are conducted on a commercial basis. The Technical Education Branch uses only the publicity appeal of newspaper and magazine advertisements. It has no special canvassers and probably secures only one out of four or five who could profit by the instruction offered. It is felt, however, that the government is discharging its educational responsibility under present conditions by making the opportunities available for this form of training and publicly announcing it. It is felt that the courses given are more closely adapted to local needs than the ones offered by the commercial organizations, and the personal educational service is of a higher and more complete order.

NEW DEVELOPMENTS

There has been no new development of great importance during the year. The uncertainty about the attitude of the Dominion Government in relation to the continuance of a subsidy for the promotion of technical education has restrained the provincial Government and the municipalities from any extensions or new projects. On every hand there is evidence of an increased interest in all forms of technical education, especially that of the day vocational school. One industrial community on its own initiative and without special subsidy organized pre-vocational classes. Excellent results were obtained, which surprised and delighted both school officials and the parents of the pupils concerned. This form of training will be extended in that town next year and several other places are planning to adopt this policy. If a fair measure of prosperity persists for a time in Nova Scotia and if the Dominion Department of Labour does not cut off all financial assistance to technical education on March 31, 1929, it is confidently expected that vocational training may be rapidly developed in the province to somewhat the same level of efficiency that now exists in most of the rest of Canada.

DOMINION GRANTS

During the year the Premier of Canada, Right Hon. W. L. Mackenzie King, announced that his Government will not pass legislation to continue the policy of subsidizing the provinces for vocational training at the expiration of the Technical Education Act of 1919. There has been a strong appeal to the Government to carry on its assistance for another ten years. This appeal comes from all the people directly concerned, including every provincial Government, labour organizations, educational authorities, the Canadian Manufacturers' Association, etc. The pleas have all been urgent and rational and no effort has been made to try to stampede the central authority by massing great numbers of people behind the appeals, although their interest and approval could have been easily secured. In the face of the statement of the Premier, no hope can be held for a continuance of the policy of federal aid to the provinces for technical education.

As yet the Dominion Government has not advised the provinces of the exact manner in which the payments from the fund created by the Technical Education Act shall terminate. The Act created a fund of \$10,000,000 for the purpose of promoting technical education. This was justified from a national standpoint on a number of grounds, palpably because of its direct and indirect importance to trade and commerce. The period specified in which it was to be paid ends on March 31, 1929. Some of the provinces, notably Nova Scotia, have been unable to develop this form of training to an adequate degree in the time allotted because of financial stringency. Others, notably Quebec and Ontario, have been able to establish comprehensive systems of vocational training out of their rapidly increasing provincial revenues. If it was and is the intention and desire for the Dominion to give each province the proportionate amount of assistance in this matter, then the central authority will at least make the unexpended balance of that part of the fund still available for this specific purpose. In 1927, every province, except Ontario, had unexpended balances carried forward that had not yet been earned by a sufficiently large expenditure on its part. The fund itself may have seemed large enough for this national purpose, but has provided only about one-third as much annually as was recommended by the

Royal Commission on Technical Education in 1913 when the value of the dollar was much higher in relative value than in 1919 when the Act was passed. Evidently the period of time was too short in the face of industrial depression which existed from 1920 to 1925. It would therefore seem just to the provinces to at least make the unexpended balances of each province still available after March 31, 1929.

In the case of Nova Scotia there was, in 1927, the amount of \$278,976.63 which it had not been possible for the province to earn. By March, 1929, this would be increased to over \$300,000, or nearly one-half of her proportion of the whole fund. The only reason she has not been able to place technical education on a proper basis is solely because of the prolonged hard times that have prevented her and the municipalities from securing enough revenue to balance modest public programs of expenditure. Part of this economic handicap was declared by the Duncan Commission to have been due to the governmental policy of the central authority.

In all fairness and justice, therefore, it seems that the least that could be done by the national Government would be to give this province the opportunity to earn her unexpended balance of this special fund. She gave evidence of progressiveness in this field by being the pioneer among the provinces in 1907 in instituting a system of technical education. The majority of her people are engaged in industries other than agriculture. They are convinced of the value and necessity of this form of training, but have simply been financially unable to carry it out. They are hopeful that federal aid shall not be cut off summarily for this purpose in March, 1929. The declared policy of the Dominion Government in this matter is awaited with great interest.

NOVA SCOTIA—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS IN DAY VOCATIONAL CLASSES

For Period July 1, 1927, to June 30, 1928

Municipality and School	Department	Full-time classes		Part-time classes		Short-term and Special Classes		Number of individuals enrolled			Teachers				
		Total enrolment	Average attendance	Total enrolment	Student hours	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Nova Scotia Technical College						13	6,283	13	....	13	1	3	4	..	4
Nova Scotia College of Art		16	14	67	3,828	.....	.....	10	73	83	2	..	..	2	2
Nova Scotia Agricultural College	Home Economics.....	.....	.....	.....	.....	375	1,290	1	374	375	..	1	..	1	1
Totals.....		16	14	67	3,828	388	7,573	24	447	471	3	4	4	3	7

Teacher-Training Classes—Enrolment, 31; Teachers, 2.

Correspondence Department—Enrolment/New Students—July 1, 1927, to June 30, 1928, 261
(Active Students on June 30, 1928.....1,051) Teachers, 14.

NOVA SCOTIA—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1927, TO JUNE 30, 1928

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrol- ment all Classes	Total Student Hours (by Clock)	Number of Individuals Enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
<i>Halifax—</i> Nova Scotia Col- lege of Art.....	8	8	80	2,003	24	56	80	.....	2	2
EVENING TECHNICAL										
Glace Bay.....	6	8	215	13,056	32	172	204	2	6	8
Halifax.....	14	36	709	41,701	400	335	735	22	9	31
Kentville.....	1	1	13	92	.....	13	13	.....	1	1
New Glasgow.....	11	12	201	12,449	83	99	182	6	5	11
North Sydney.....	1	1	18	920	.....	18	18	.....	1	1
Shelburne.....	1	1	13	824	13	.....	13	1	.....	1
Springhill.....	2	2	31	2,782	.....	31	31	.....	2	2
Stellarton.....	2	4	84	5,682	6	76	82	.....	3	3
Sydney.....	12	15	373	24,280	150	218	368	8	10	18
Truro.....	1	1	21	970	.....	21	21	.....	1	1
Westville.....	2	3	64	5,186	2	62	64	.....	3	3
Windsor.....	4	4	64	3,974	41	23	63	3	1	4
Yarmouth.....	5	7	132	7,120	39	93	132	3	3	6
EVENING COAL MINING										
<i>Cape Breton North—</i>										
Florence.....	3	3	34	2,022	30	.....	30	3	.....	3
Little Bras d'Or....	2	2	21	1,518	21	.....	21	2	.....	2
Sydney Mines.....	6	6	100	5,840	92	.....	92	7	.....	7
<i>Cape Breton South—</i>										
Birch Grove.....	2	2	13	1,184	13	.....	13	2	.....	2
Dominion.....	2	2	31	1,354	31	.....	31	2	.....	2
Glace Bay.....	5	5	104	4,332	87	7	94	3	.....	4
New Waterford.....	3	4	75	4,582	64	.....	75	3	.....	3
Port Morien.....	2	2	15	1,204	12	3	15	2	.....	2
Reserve.....	1	1	18	1,508	18	.....	18	1	.....	1
<i>Inverness—</i> Inverness.....	2	2	17	1,118	17	.....	17	2	.....	2
<i>Cumberland—</i>										
*Fenwick.....	1	1	6	260	6	.....	6	1	.....	1
Joggins.....	2	2	29	1,620	29	.....	29	2	.....	2
River Hebert.....	2	2	20	1,258	29	.....	29	2	.....	2
Springhill.....	4	4	53	3,270	50	3	53	4	.....	4
<i>Pictou—</i>										
Stellarton.....	4	4	72	4,260	71	.....	71	4	.....	4
Westville.....	3	3	22	1,474	22	.....	22	3	.....	3
Totals.....		148	2,648	157,843	1,382	1,230	2,620	88	47	136

* Class began late in season.

NEW BRUNSWICK

REPORT OF THE DIRECTOR OF VOCATIONAL EDUCATION

W. K. Tibert

The year 1927-28 witnessed considerable advancement along vocational education lines. While there is still room for improvement, I feel that we are making progress. One encouraging development during the year was the change in the attitude of the employers of labour. In the past these men were very critical and seemed reluctant to give vocational boys employment, but that has passed and to-day our students find ready employment at rates of pay considerably better than that paid to boys who have not had the training.

While no new school has been opened during the year, there has been a slight increase in the number of students enrolled in both day and evening classes.

TEACHER TRAINING

During July, 1927, the New Brunswick Vocational Education Board conducted a summer school for home economics teachers at the Saint John Vocational School. There were forty teachers and prospective teachers enrolled. These were made up largely of night school teachers and those who propose taking up the work in the near future. The school was under the direct supervision of Miss Rheta M. Inch, B.Sc., Supervisor of the Home Economics Department of the Saint John Vocational School.

Following the usual practice, a number of our teachers were sent outside of the province for training. This year there were twenty-seven teachers attending various institutions in Canada and the United States. We hope in the near future that an arrangement may be made for training a greater number of our teachers at home, and with this in view the Provincial Board has decided to enlarge the scope of our summer school so as to include as many branches as possible.

SHORT COURSES

The Provincial Board operated classes in automotive electricity and storage battery during the months of January, February, March and April, at Saint John and Edmunston. These classes were open only to tradesmen. There is an increasing demand for this class of instruction from young men who have opened up small repair shops and feel the need of technical training along special lines, and it is felt that this work should be extended in the very near future.

Due to an increasing development in the pulp and papermaking industry in the province it was felt that a start should be made to train young men who desired to enter that industry. A beginning was made during the year in connection with the evening classes of the Edmunston school, and it is hoped that this may be developed into a full-time day school.

NEW BRUNSWICK—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD JULY 1, 1927, TO JUNE 30, 1928

Municipality and School	Department	Full-time Classes		Part-time Classes		Short-term and Special Classes		Number of individuals Enrolled			Teachers			
		Total enrollment	Average attendance	Total enrollment	Student hours	Total enrollment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female
Campbellton Composite High.....	Prevocational.....	45	23.4	.....	.....	.....	.....	36	74	110	7	.....	3	4
	Home Economics.....	4	1.3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	61	51.3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Agriculture.....	17	17	.....	.....	.....	.....	18	35	53	5	.....	2	3
Carleton County Vocational.....	Home Economics.....	14	12	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	22	14.2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Prevocational.....	44	36.1	.....	.....	.....	.....	54	57	111	7	.....	3	4
	Industrial.....	9	6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Edmundston Composite High.....	Home Economics.....	3	2.3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	55	48	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Prevocational.....	53	46.8	.....	.....	.....	.....	62	79	141	8	.....	4	4
	Technical.....	7	5.4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Fredericton Composite High.....	Home Economics.....	7	3.2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	76	68.75	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Prevocational.....	35	26.4	.....	.....	.....	.....	34	29	63	4	.....	2	2
	Industrial.....	4	2.8	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
McAdam Composite High.....	Home Economics.....	5	3.2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	19	15.3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Prevocational.....	10	8.7	.....	.....	.....	.....	4	6	10	1	.....	.....	.....
	Industrial.....	22	20	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Milltown Composite High.....	Home Economics.....	8	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Commercial.....	10	9.3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Prevocational.....	21	16.1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Industrial.....	152	102.5	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Newcastle Composite High.....	Prevocational.....	107	74.6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Technical.....	35	26.6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Home Economics.....	64	40.6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Art.....	10	9	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Saint John Vocational.....	Commercial.....	147	96.6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Automotive Electricity.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Automotive Electricity.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Automotive Electricity.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Saint John Winter Course.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....

Edmundston Winter Course.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....

Totals.....		1,064	791.45	.....	.....	37	6,764	563	538	1,101	61	3	33	31

Teacher-Training Classes—Enrolment, 67; Teachers, 4.

NEW BRUNSWICK—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1927, TO JUNE 30, 1928

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrol- ment all Classes	Total Student Hours (by Clock)	Number of Indi- viduals Enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Campbellton.....	5	14	198	6,294	47	117	164	2	7	9
Edmundston.....	6	11	148	5,064	31	52	83	2	4	6
Fredericton.....	10	26	295	9,758	77	202	279	6	8	14
Marysville.....	4	4	47	1,298	21	26	47	1	3	4
McAdam.....	5	5	64	2,224	30	17	47	1	2	3
Milltown.....	4	8	84	2,578	12	51	63	.....	4	4
Moncton.....	6	19	317	10,152	128	189	317	4	15	19
Newcastle.....	4	5	53	1,740	8	40	48	1	3	4
Saint John.....	19	65	1,145	35,075	311	515	826	18	19	37
Totals.....	.....	157	2,351	74,183	665	1,209	1,874	35	65	100

QUEBEC

REPORT OF THE GENERAL DIRECTOR OF TECHNICAL EDUCATION

Dr. A. Frigon

The most notable fact to mention concerning the activities of the technical schools in the province of Quebec for the year 1927-28 is the very material increase in the number of pupils attending these schools. This is due largely to a renewal of activity throughout the industries of our province. It is also partly due to the new facilities offered by the schools. It is quite evident that the public are becoming more and more interested in technical education. The more important industries are now insisting that their employees shall have had some sort of a technical training. Even with this increased number of pupils, our schools, especially the Montreal school, are far from being able to supply the demand for graduates.

On this account we have greatly increased our teaching facilities in Quebec and Montreal, and the Board of the Shawinigan Technical Institute has done the same with the help of a substantial grant from their founder, Mr. Alfred. Circumstances beyond our control have delayed the organization of apprenticeship courses for the building trades in Montreal. We have every reason to believe that we will have a better chance this fall, and that such courses will be inaugurated for the plastering, tile setting and masonry trades in the near future. Apprenticeship courses of like nature will also be organized in Quebec, at the request of a number of interested parties, and will be followed by similar courses.

A very long felt need has been met this year by the organization of a pension fund for our personnel. The system adopted was one which took advantage of the facilities offered by the Government Annuities Branch of the federal Department of Labour, Ottawa. The greater part of the teaching staff has already joined the pension scheme, and, within the next few months, we expect that all of them will have signed the requisite contracts.

Very interesting progress has been made at the schools located at Shawinigan, Grand'Mere and La Tuque. These schools have the advantage of being very strongly supported by groups of influential citizens, who see in technical education possibilities of helping local industries.

The Council of Arts and Manufactures terminated their activities this year. In future these classes will be carried on under the direction of a new board and under the immediate supervision of the Director General of Technical Education and the Director of Fine Arts. The valuable contribution to technical education which has been rendered by the Council of Arts and Manufactures for the past fifty-six years will from now on be continued on a more uniform basis and in closer co-operation with the technical schools.

A great many books have been purchased for the Quebec, Montreal and Hull schools. It is intended, especially in Quebec and Montreal, to consider the school libraries as part of the teaching equipment and to see that the students obtain the greatest benefit possible from them.

QUEBEC—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY AND EVENING SCHOOLS FOR PERIOD JULY 1, 1927,
TO JUNE 30, 1928

Municipality and School	Department	Enrolment and Attendance						Total Class Hours	Total Student Hours	Teachers		
		Day Classes		Evening Classes		All Classes				Day	Evening	Total
		Begin- ning of period	End period	Begin- ning of period	End period	Begin- ning of period	End of period					
Montreal Technical School.....	Industrial.....	684	558	1,080	836	1,764	1,394	23,382	417,522	36	27	63
Montreal Technical Institute.....	Industrial and Home Economics.....											35
Montreal School of Fine Arts.....	Arts.....	738	547	266	172	1,004	719	8,482	214,013	12	6	18
Ecole des Hautes Etudes Commerciales (Montreal).....	Commercial.....	128	106	477	309	605	415	5,185	133,465	22	17	39
Société St-Jean Baptiste, Montréal.....	Commercial and Indus- trial.....			733	733	733	733	466	13,477	6	24	24
Ecole Polytechnique, Montréal.....	Special.....		64									6
Night schools (under control) Montreal.....	Commercial.....			4,449	4,449						141	141
Night schools (independent) Montreal.....	Commercial.....				615		615				17	17
Ecoles Ménagères Provinciales (Montréal).....	Home Economics.....		879				879					
Quebec Technical School.....	Industrial.....	204	160	470	359	674	519	19,642	165,692	13	12	25
Quebec School of Fine Arts.....	Arts.....	555	396			555	396	3,486	111,648	9		9
Quebec Housekeeping School (Quebec City).....	Home Economics.....		1,540				1,540					25
Quebec night schools.....	Commercial.....				685		685				25	25
Three-Rivers Technical School.....	Commercial.....											
Grand'Mère Sacred-Heart Academy.....	Paper.....	58	44			58	44	8,098	48,564	9	4	13
Berthierville Forest Rangers School.....	Industrial.....	120	111			120	111	4,058	30,927	7		7
Sherbrooke Technical School.....	Forestry.....	85	85			85	85	987	19,423	6		6
Shawinigan Technical School.....	Industrial.....	6	4	26	22	32	26	1,240	6,200	3	1	4
Hull Technical School.....	Industrial.....	75	65	211	163	286	228	5,706	81,022	8	13	21
Beauceville Sacred-Heart College.....	Industrial.....	82	50	227	214	309	264	14,139	103,517	9	10	19
La Tuque College.....	Industrial.....	174	168			174	168	660	18,040	7		7
Council of Arts & Manufactures (15 centres)	Industrial and Home Economics.....	67	62	32	24	99	86	652	12,756	2	2	4
Totals (for schools under the Technical Education Act).....			4,839		11,491	11,240	16,330	103,786	1,699,553	149	427	576
Ste-Anne de la Pocatière.....	Agriculture.....	352	341			352	341			25		25
Institut d'Oka.....	Agriculture.....	156	129			156	129			25		25
Macdonald College.....	Agriculture.....	219	216			219	216			41		41
Macdonald College.....	Agriculture.....	46	38			46	38			6		6

	228	214	228	214	91	214	9
St Hyacinthe.....	Dairy	.....	.....	.....	.....	214	.....
Roberval (Lac St-Jean).....	Domestic Science	246	.....	.....	.....	246	.....
St-Pascal (Kamouraska).....	Domestic Science	278	.....	.....	.....	278	.....
Montebello (Labelle).....	Domestic Science	205	.....	.....	.....	205	.....
Sutton (Brome).....	Domestic Science	159	.....	.....	.....	159	.....
St-Anne de Bellevue.....	Domestic Science	88	.....	.....	.....	88	.....
Bienville, Night School.....	Commercial	35	.....	.....	.....	35	.....
Black Lake night school.....	Commercial	25	.....	.....	.....	25	.....
Grande Baie night school.....	Commercial	71	.....	.....	.....	71	.....
Sherbrooke night school.....	Commercial	201	.....	.....	.....	201	.....
St-Jean, night school.....	Commercial	120	.....	.....	.....	120	.....
St-Pascal night school.....	Commercial	27	.....	.....	.....	27	.....
Trois-Pistoles night school.....	Commercial	38	.....	.....	.....	38	.....
Verdun night school.....	Commercial	124	.....	.....	.....	124	.....
Victoriaville night school.....	Commercial	36	.....	.....	.....	36	.....
St-Georges (Beauce).....	Housekeeping	294	.....	.....	.....	294	.....
St-Damien.....	Housekeeping	60	.....	.....	.....	60	.....
St-Martine.....	Housekeeping	150	.....	.....	.....	150	.....
Gaspé.....	Housekeeping	57	.....	.....	.....	57	.....
St-Ursule (Maskinongé).....	Housekeeping	161	.....	.....	.....	161	.....
Chicoutimi (Hotel-Dieu St-Valier).....	Housekeeping	190	.....	.....	.....	190	.....
Neuville (Portneuf).....	Housekeeping	92	.....	.....	.....	92	.....
St-François du Lac.....	Housekeeping	91	.....	.....	.....	91	.....
St-Maurice de Beauce.....	Housekeeping	200	.....	.....	.....	200	.....
Trois-Pistoles.....	Housekeeping	165	.....	.....	.....	165	.....
Victoriaville.....	Housekeeping	226	.....	.....	.....	226	.....
Rivière-du-Loup.....	Housekeeping	238	.....	.....	.....	238	.....
Stanstead.....	Housekeeping	125	.....	.....	.....	125	.....
Acton Vale.....	Housekeeping	150	.....	.....	.....	150	.....
Bonaventure.....	Housekeeping	81	.....	.....	.....	81	.....
Buckingham.....	Housekeeping	410	.....	.....	.....	410	.....
Drummondville.....	Housekeeping	242	.....	.....	.....	242	.....
Grande-Rivière.....	Housekeeping	50	.....	.....	.....	50	.....
Havre aux Maisons.....	Housekeeping	51	.....	.....	.....	51	.....
L'Islet.....	Housekeeping	134	.....	.....	.....	134	.....
Marieville.....	Housekeeping	114	.....	.....	.....	114	.....
Matane.....	Housekeeping	405	.....	.....	.....	405	.....
Mont Joli.....	Housekeeping	271	.....	.....	.....	271	.....
Roxton Falls.....	Housekeeping	74	.....	.....	.....	74	.....
St-Croix.....	Housekeeping	114	.....	.....	.....	114	.....
St-Gervais.....	Housekeeping	89	.....	.....	.....	89	.....
St-Isidore.....	Housekeeping	74	.....	.....	.....	74	.....
St-Louis.....	Housekeeping	71	.....	.....	.....	71	.....
St-Pierre.....	Housekeeping	38	.....	.....	.....	38	.....
Ville-Marie.....	Housekeeping	180	.....	.....	.....	180	.....
St-Alexis.....	Housekeeping	45	.....	.....	.....	45	.....
St-Laurent.....	Housekeeping	94	.....	.....	.....	94	.....
Champlain.....	Housekeeping	130	.....	.....	.....	130	.....
St-Aimé.....	Housekeeping	106	.....	.....	.....	106	.....

QUEBEC—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY AND EVENING SCHOOLS FOR PERIOD JULY 1, 1927,
TO JUNE 30, 1928—*Concluded*

Municipality and School	Department	Enrolment and Attendance						Total Student Hours	Teachers	
		Day Classes		Evening Classes		All Classes			Day	Evening
		Begin- ning of period	End of period	Begin- ning of period	End of period	Begin- ning of period	End of period			
Ste-Anne des Monts.....	Housekeeping.....				109					
St-Benoît.....	Housekeeping.....				116					109
St-François.....	Housekeeping.....				113					116
St-Thérèse.....	Housekeeping.....				377					113
Papineauville.....	Housekeeping.....				92					377
Pointe-du-Lac.....	Housekeeping.....				140					92
Farnham.....	Housekeeping.....				230					140
Loretteville.....	Housekeeping.....				281					230
Nominique.....	Housekeeping.....				74					281
St-Sylvestre.....	Housekeeping.....				92					74
St-Théde.....	Housekeeping.....				84					92
St-Ursule.....	Housekeeping.....				161					84
Bécancour.....	Housekeeping.....				59					161
St-Romuald.....	Housekeeping.....				328					59
Asbestos.....	Housekeeping.....				106					328
Lauson.....	Housekeeping.....				256					106
Stanstead (Prot.).....	Housekeeping.....				134					256
Warwick.....	Housekeeping.....				119					134
Grand Mère.....	Housekeeping.....				250					119
Charlesbourg.....	Housekeeping.....				223					250
St-Casimir.....	Housekeeping.....				48					223
St-Foy.....	Housekeeping.....				100					48
Thetford Mines (St-Maurice).....	Housekeeping.....				149					100
Rawdon.....	Housekeeping.....				73					149
Beauceville.....	Housekeeping.....				141					73
Berthierville.....	Housekeeping.....				112					141
Lachute.....	Housekeeping.....				150					112
L'Assomption.....	Housekeeping.....				510					150
Sorel.....	Housekeeping.....				61					510
St-Hughes.....	Housekeeping.....				150					61
St-Hyacinthe.....	Housekeeping.....				48					150
St-Pie.....	Housekeeping.....				61					48
St-Prosper.....	Housekeeping.....				126					61
Verchères.....	Housekeeping.....				70					126
Notre-Dame du Lac.....	Housekeeping.....									70

St-Stanislas.....	Housekeeping.....	50.....	50.....	35,026.....	701.....
St-Tite.....	Housekeeping.....	162.....	162.....		
Thetford Mines (St-Alphonse).....	Housekeeping.....	177.....	177.....		
Yamachiche.....	Housekeeping.....	185.....	185.....		
Chicoutimi (Bon Pasteur).....	Housekeeping.....	193.....	193.....		
Chicoutimi (Sacré-Cœur).....	Housekeeping.....	517.....	517.....		
Coaticook.....	Housekeeping.....	230.....	230.....		
Granby.....	Housekeeping.....	560.....	560.....		
Hull.....	Housekeeping.....	1,784.....	1,784.....		
Notre-Dame des Laurentides.....	Housekeeping.....	80.....	80.....		
St-Alexandre.....	Housekeeping.....	62.....	62.....		
St-Césaire.....	Housekeeping.....	173.....	173.....		
St-Michel.....	Housekeeping.....	66.....	66.....		
Weedon Centre.....	Housekeeping.....	103.....	103.....		
Cap de la Madeleine.....	Housekeeping.....	203.....	203.....		
Freilighburg.....	Housekeeping.....	62.....	62.....		
New Richmond.....	Housekeeping.....	30.....	30.....		
Price.....	Housekeeping.....	100.....	100.....		
Ste-Elisabeth.....	Housekeeping.....	193.....	193.....		
St-Ours.....	Housekeeping.....	98.....	98.....		
Upton.....	Housekeeping.....	72.....	72.....		
Dorval.....	Housekeeping.....	74.....	74.....		
Magog.....	Housekeeping.....	250.....	250.....		
Rivière Ouelle.....	Housekeeping.....	97.....	97.....		
St-David.....	Housekeeping.....	63.....	63.....		
St-Jean-Baptiste.....	Housekeeping.....	89.....	89.....		
Tourville.....	Housekeeping.....	82.....	82.....		
Aylmer.....	Housekeeping.....	235.....	235.....		
Totals.....		5,777.....	29,249.....	12,241.....	446.....
				35,026.....	701.....

NOTE.—Federal grants were paid on those schools and classes in the first section only. The agricultural and housekeeping classes shown in the second section are vocational in nature, but did not qualify for federal grants because they are controlled by the Department of Agriculture or religious and private organizations and are not regarded as part of the Provincial Government system of technical education.

ONTARIO

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

D. A. Campbell

PROGRESS DURING THE YEAR

DAY SCHOOLS

Information given in the statistical tables shows that satisfactory progress was made during the year. Evidence of this is found in the figures dealing especially with the full-time day class enrolment, and with the number of full-time teachers employed. During the year there was an enrolment of 20,193 full-time, 2,878 part-time, and 1,455 special day pupils, an increase in enrolment amounting to 2,812 pupils or 12.95 per cent. The number of teachers employed increased from 607 to 660, an increase of 8.73 per cent.

These figures covering enrolment and teaching staff indicate a substantial growth during the year. This expansion was due partly to a transfer of a number of high school commercial departments to the technical panel, partly to the opening of new vocational schools at St. Thomas and at Ridgetown, and partly also to the enlarged enrolment in the schools already in existence. In no case was there a recession, excepting that of special day pupils.

The total number of day schools or departments open throughout the year was forty-two, including four agricultural schools, one at Renfrew, one at St. Thomas, one at Beamsville, and one at Ridgetown, and two mining schools, one at Haileybury, and one at Sudbury. In addition, three full-time schools in navigation and marine engineering were carried on at Collingwood, Kingston, and Midland during the winter months.

The greatly increased accommodation which has been provided in many places in the province by school boards and committees acting with vision and boldness has not proved to be excessive. In fact, the question of further expansion has become a pressing one in many centres. The additional accommodation under construction during the year will provide for a considerable expansion in enrolment during the succeeding years.

EVENING SCHOOLS

The number of centres carrying on evening classes was sixty-one. The number of students enrolled was 55,817, an increase of 17,890. The average enrolment during the past four years was approximately 41,161 students. The program of studies offered was similar to that of previous years, but the character of the teaching shows improvement. The results obtained in the evening classes justify the expenditures made.

It is gratifying to note that sixty-one boards of trustees throughout the province are making use of the school buildings and equipment to offer further opportunities for education to over 55,000 adults enrolled for a great variety of courses. In many centres the equipment used in the day school is not suitable for evening school work, but a lack of equipment has not prevented boards from offering effective instruction in subjects not touched in the day school program. A notable example of this was observed at Iroquois Falls, which has varied and suitable courses in operation. The committee organized a course in theoretical and practical electricity for the employees of the Abitibi Pulp and Paper Company. The instructor is Mr. E. M. Little, Superintendent of Electrical Work. The procedure has been worked out very carefully and

is given in considerable detail for the benefit of schools which have not a good school equipment available. Mr. Little states that all the theory in connection with the work is given in one of the classrooms, while all the experiments and practical work are conducted in one of the substations at the mill, where apparatus is set up. The class is divided into groups of four or five for the practical work, and one of the men of the group is appointed as foreman. After acting for one week, his place is taken by another member of the group. Instruction sheets for each of the experiments are given out a day or two in advance of the date of the experiment. The foreman of the group is required to submit a diagram showing the manner in which the apparatus and meters have to be connected and to state the type of meters required. In this way each man becomes familiar with the voltage and current quantities of the different types of equipment, and also learns to shoulder a certain amount of responsibility.

On the evening of the laboratory experiment each member of the group assists in connecting the apparatus and in making observations. This is followed by a complete report of the observations of each man. The reports are handed into the instructor for inspection and correction where necessary. The pupils learn how to connect up apparatus in different ways, depending upon the results desired, and they become familiar with the handling of meters and the measurement of power, while the writing of reports teaches them to put their thoughts intelligently on paper, and, in addition, it gives them a permanent record or illustration of some important electrical principle.

Owing to the fact that the instruction is interrupted for the shift which is working from 4 p.m. to 12 p.m. each week, the lessons are repeated on two afternoons from two to four o'clock for those who are unable to attend the evening lectures. The course follows closely that recommended by the Educational Committee of the National Electric Light Association in Chicago. Each student is advised to buy the course outlined in ten pamphlets. The purchase of the course carries with it a certain service by the company. Examinations are offered, and the Abitibi Pulp and Paper Company has promised to refund the expenditure made for the course to each man who obtains his certificate. To further encourage the pupils in attendance, the school board agreed to refund the fee of \$3 to all those who attended seventy-five per cent of the evening school course. It is worthy of note that this class enrolled twenty-three of the electricians working for the company, and the records showed that the attendance was almost one hundred per cent.

AGRICULTURAL VOCATIONAL SCHOOLS

The year showed increases in the enrolment in the agricultural schools at Renfrew and Beamsville.

A start was made at St. Thomas, which offered agricultural instruction in the new vocational school.

A good beginning was made at Ridgetown as the result of active and effective promotion by the committee, by the principal, Norman Davies, and by his assistants. Valuable help was given by Mr. W. R. Reek, Director of the Experimental Farm. An enrolment of twenty-two (22) pupils was a satisfactory beginning. A special winter course was conducted for three months for young men from the farms, and an equal enrolment was secured. So effective were the courses and the methods of instruction that the enrolment was doubled at the opening of the school in September, 1927. With another successful year it will be safe to say

that this agricultural school will be strongly established as a part of the educational system at Ridgetown. Its success so far is due to the publicity given it locally and to the firm conviction of those in authority that the agricultural department of the school is worthy of the strong advocacy given it. It is noteworthy that, of the total seventy-six (76) entrance pupils who enrolled in the school, forty-three (43) enrolled in the agricultural department.

CHANGING VIEWS

The satisfactory start made at Ridgetown is due to a considerable extent to the educational guidance given by the principal, but the better results recently obtained at many points in the province demonstrate that the difficulties once encountered by principals of technical schools in making a beginning are not so great at the present time as they were a few years ago. The result obtained at the new technical school at Timmins, which opened January, 1928, points to a similar change of view upon the part of pupils and parents. It is now easier to attract pupils to the vocational schools of this province. As a consequence of this change of view, a considerable part of the time of the director is taken in conferring with boards of education who are desirous of organizing some type of vocational education in their communities. The experiment recently undertaken by the Ridgetown School Board is one which is worthy of the attention of similar communities throughout the province, since the agricultural schools as conducted at Ridgetown and at Renfrew serve the double purpose of providing a good general education and at the same time an effective training for farm life.

NEW SCHOOLS

A very extensive building program was planned, or completed, during the year. The Advisory Vocational Committee of the city of Toronto prepared plans for a large building in the west end of the city to take care of both technical and commercial work. The building will provide for about eighty (80) rooms and will be in charge of two principals and two staffs, and will be ready for opening in September, 1928. The city of Belleville has plans approved for a modern composite school building. Contracts were let and the building will be in use in September, 1928. Peterborough started the erection of an addition to the Collegiate Institute to accommodate the technical and commercial departments. This also will be available at the opening of the term in September. Timmins completed an addition to the high school which will provide for instruction in mining, in mechanical trades, in home economics, and in commercial work. This addition contains also an assembly hall, and was opened for school use in January, 1928. The last addition to complete the technical school in London provided for an assembly hall, two gymnasias, and some classrooms, and was completed during the year. Port Arthur let contracts for a combined technical and commercial school to be placed on a commanding site. Good progress was made in building, and accommodation in part will be available shortly after the opening of the fall term.

The city of Toronto had plans approved for a replacement of part of the Jarvis Street School which is used for special industrial instruction to pupils from auxiliary classes. Plans for additions were under consideration at Brantford, Welland, Oshawa, Hamilton, Chatham, and Ottawa.

It can be stated with considerable confidence that the movement towards vocational education has gained such strength in the province that the accommodation previously available, and at present in course of erection, will be used to the fullest extent. Moreover, it is of such a nature that it will afford better means for evening class as well as for day class instruction.

MATRICULATION COURSES FOR TECHNICAL SCHOOLS

In the report of one year ago it was stated that the University of Toronto had established a matriculation course for students, in technical schools, who are candidates for admission to the Faculty of Applied Science. During the year 1926-27 the University of Toronto was asked to recognize household economics as an optional subject for admission to the course leading to the Degree of Bachelor of Household Science. The Calendar of the Faculty of Household Science of the University of Toronto for the year 1927-28 announced that household science is now an optional subject as an entrance requirement. A foot-note states that the option applies only to those students who have attended and matriculated from a technical school in the Province of Ontario and who hold certificates to this effect from the Department of Education of the province. During the coming year some consideration will be given to the question of matriculation courses leading from the agricultural schools to the Agricultural College, and of matriculation courses leading from the commercial schools to the commerce courses at the universities.

PLACEMENT RESULTS FROM VOCATIONAL SCHOOLS

In the report of 1926-27 a statement was made covering in a general way what the schools are doing to prepare young people for profitable employment and how the employing public are co-operating with the schools at various centres in the province. Some statistics were given showing the results at the Haileybury Mining School.

The following are typical results selected from various kinds of schools to show how diverse the training is in the vocational day schools of the province.

A Navigation School

From the School of Navigation in operation at Kingston, Prof. A. L. Clark reported the results obtained by the instructor, Captain Barrett, as follows: One hundred and thirty-six (136) students passed successfully the government examinations for various grades of certificates and their after-school history is indicated as follows:—

Mates, Inland and Coasting.....	52
Captains, Inland and Coasting.....	30
Masters, Minor Waters.....	16
Mates, Minor Waters.....	22
River St. Lawrence Pilots.....	11
Unknown.....	4
Wrecking Master (Marine).....	1

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The report from the Navigation School at Collingwood indicates similar results. Principal V. A. Ellis adds the interesting statement that the men enter the classes when they are wheelmen on wages of \$75 per month. The wages of a mate range from \$150 to \$180 per month, while captains receive from \$1,800 to \$4,500 per year. The financial benefits of the school training are therefore considerable.

A Technical and Commercial School

The following statistics showing the placement at the London Technical School during the school year 1926-27 were supplied by the Principal, Mr. H. B. Beal:—

Stenography and Typewriting.....	62
General Office.....	33
Book-keeping.....	3
Salesmanship.....	23
Clerical and Banking.....	29
Factory Employment.....	30
Miscellaneous Occupations.....	72
Telephone Operators.....	9
Millinery and Dressmaking.....	8
Home Service.....	9
Nurses-in-Training.....	4
Draughting.....	11
Automobile Mechanics.....	7
Electrical.....	19
Printing.....	23
Woodworking.....	7
Machine Shop and Allied Trades.....	33
	<hr/>
	382

A Telegraph School

From the evening telegraph school at North Bay, Principal Wallace reported employments, as follows:—

Operator, Canadian National Railway.....	1
Operator, Erie Railway.....	1
Operators, Canadian Pacific Railway.....	2
Operators, Temiskaming and Northern Ontario Railway.....	5
Operator, Canadian Pacific Telegraph-Commercial Department.....	1
Assistant Agent, Temiskaming and Northern Ontario Railway.....	1
Assistant Baggage Master, Temiskaming and Northern Ontario Railway.....	1
Assistant Agent, Canadian Pacific Railway.....	1

The following summary refers to the employment of graduates from all Ontario Vocational Schools as far as could be ascertained from the reports of Principals:—

A. Industrial Courses:—

Machine Shop Practice.....	251	Blacksmith and Welding.....	6
Tool-Making.....	62	Mechanical Drawing.....	149
Carpentry.....	116	Architectural Drawing.....	55
Cabinet-Making.....	38	General Building Construction.....	28
Pattern-Making.....	42	Contracting.....	14
Moulding and Foundry.....	15	Machine Operators.....	251
Plumbing.....	68	Chemical Laboratory Work.....	30
Tinsmithing.....	39	Surveying.....	15
Electrical Operation.....	35	Mining Underground.....	3
Electrical Maintenance.....	56	Stationary Engineers.....	11
Electrical Installation.....	99	Hoist Operators.....	1
Electrical Construction.....	48	Telephone and Telegraph.....	72
Printing and Binding.....	337	Painting, Decorating, etc.....	29
Linotype Operating.....	5	Business Clerks.....	133
Automobile Manufacture.....	18	Other Occupations.....	963
Automobile Mechanics.....	204		
		Total.....	3,193

B. Home-Making Course:—

Home-Makers.....	237	Alterations.....	3
Cooking.....	13	Nursing.....	129
Dietetics.....	16	Millinery.....	78
Dressmaking.....	56	Novelty Making.....	16
Sewing.....	24	Beauty Culture.....	22
Machine Operating.....	148	Teachers.....	8
Cutting and Fitting.....	1	Factories.....	78
House work.....	224	Other Occupations.....	141
Selling.....	184		
		Total.....	1,378

C. Art Course:—

Commercial Design.....	37
Applied Art.....	31
Lithography.....	11
Interior Decorating.....	3
Novelty Manufacturing.....	7
Fine Art Work.....	10
Total.....	99

D. Commercial Course:—

Stenography.....	1,369	General Office Work.....	249
Typewriting.....	606	Assistant to Manager.....	1
Book-keeping.....	601	Teaching.....	64
Accounting.....	83	Nursing.....	22
Filing.....	149	Home Makers.....	76
Selling.....	424	Banking.....	39
Business.....	348	Other Occupations.....	171
Secretarial.....	80	Total.....	4,282

E. Agricultural Course:—

Farming.....	82
Dairying.....	5
Fruit Growing.....	1
Plant Growing.....	2
Other Occupations.....	2
Total.....	92

F. Navigation Course:—

Masters, Inland.....	10	Master Painter.....	1
Mates, Inland and Coasting.....	90	Income Tax Officer.....	1
Masters, Minor Waters.....	16	Wrecking Master (Marine).....	1
Mates, Minor Waters.....	22	Marine Engineers.....	0
Captains, Inland and Coasting.....	30	Other Occupations.....	15
Pilots.....	12	Total.....	198

G. Marine Engineering Course:—

Masters.....	—	Third Engineers.....	1
Mates.....	—	Fourth Engineers.....	6
Chief Engineers.....	2	Oilers.....	2
Second Engineers.....	12	Firemen.....	4
Total.....		Total.....	27

H. Telegraphy Course:—

Railway Operators.....	9
Telegraph Operators.....	1
Assistant Railway Agents.....	2
Assistant Baggage Master.....	1
Other Occupations.....	2
Total.....	15

I. Mining Course:—

Mining Engineering and Executive Mining Positions.....	16
General Mining and Millmen.....	18
Electrical.....	5
Prospectors, Scouts, Diamond Drilling, etc.....	22
Smelters, Metallurgists and Assayers.....	14
Draughtsmen.....	4
Civil Engineers.....	3
Chief Chemists.....	3
Mine Surveyors.....	7
Assistant Foremen or Superintendents.....	8
Mechanics.....	2
Miscellaneous.....	6
Total.....	103

The above figures were forwarded to the department with very little delay, and this promptness indicates that the placement and follow-up systems established in these schools are functioning efficiently.

It is the intention to obtain the figures on placement annually and to make an effort to establish an adequate system of placement and follow-up where such does not exist already. This feature of the vocational school is an important

one, since it enables the school to place young people in employment suited to their training and capacity, and it will enable the school to advise during the initial period of adjustment. The school will be enabled to check the suitability of the present employment training given by it and to make adjustments to adapt its program and instruction to the needs of constantly changing methods in commerce and industry.

The following method of placement is in use in the Windsor-Walkerville Technical School:—

(a) A list is made of all *corporations* and the names of those who do the *employing* is tabulated;

(b) Interviews are obtained and the work of the school *discussed* and *explained*;

(c) Follow-up interviews are arranged frequently;

(d) A record is kept of the first position obtained by each former student;

(e) Both employer and former student are interviewed from time to time to investigate progress;

(f) Graduates are encouraged to report changes in employment.

The statistics already received from several schools indicate that the principals had in operation a system of placement and follow-up which enabled them to furnish quickly a summary of results. Up to date only one school reported that no records had been kept, but this school intends, at an early date, to begin the compilation of records.

Placement is intimately associated with the efficiency of the school as a training field for employment in business and industry. It is a measure of the effectiveness of the school in the preparation of young people for wage-earning occupations. Those organizations, such as the manufacturers' associations and labour unions, which in the past have advocated the building of vocational schools, have a right to know that the schools are functioning in the way intended. Some answer is necessary, and the statistics now becoming available from schools would seem to indicate that to a considerable extent the schools are functioning as they were intended to do.

DEMAND FOR GRADUATES

From more than one centre reports indicate that the demand for school-trained young people exceeds the supply, and that the employing public is leaning more and more completely upon the schools for help in industry and in business. These reports indicate also that unemployment occurs almost entirely among those who received the minimum of training in the schools, and that, as stated by Mr. W. D. Lowe, Principal of the Windsor-Walkerville Technical School, chance does not largely determine the occupations of the graduates of vocational schools, and boys and girls are "demonstrating that they are masters of their fate. Those who have acquired the necessary training are doing the things and are engaged in the occupations they elected to follow."

ONTARIO--STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD JULY 1, 1927,
TO JUNE 20, 1928

Municipality and School		Department	Full-time Classes		Part-time Classes		Short Term and Special Classes		Number of Individuals Enrolled			Teachers				
			Total enrollment	Average attendance	Total enrollment	Student hours	Total enrollment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Beamsville.....		Industrial, Technical, Home-making, Agriculture, Art.....	18	10·9					14	4	18	1		1		1
Brantford.....		Industrial, Technical, Art and Home-making.....	91	77·18					139	169	308	6	12	10	8	18
Chatham.....		Commercial.....	217	189·6												
		Industrial, Technical, Art and Home-making.....	88	50					110	177	287	8	2	3	7	10
Collingwood.....		Commercial.....	198	143	38	5,315			38		38		2	2		2
Fort William.....		Technical (Navigation).....														
Galt.....		Home-making.....	133	119					170	200	370	10	5	7	8	15
		Commercial.....	237	206					129	176	305	12	6	7	11	18
Guelph.....		Industrial, Technical, Art and Home-making.....	114	97												
		Commercial.....	191	168												
Haileybury.....		Industrial, Technical, Art and Home-making.....	124	96					148	207	355	12	4	10	6	16
		Commercial.....	231	177												
Hamilton.....		Industrial, Technical, Art and Home-making.....	74	52					56	18	74	2	7	4	5	9
		Part-time.....	1,458	949	709	82,556										
Kingston.....		Special Classes.....					477	30,015	1,630	1,014	2,644	61	4	44	21	65
		Technical (Navigation).....	31	12					31		31	1	1	2		2
Kitchener-Waterloo.....		Commercial.....	202	150												
		Special Classes.....					25	10,944	40	187	227	4		2	2	4
London.....		Industrial, Technical, Art and Home-making.....														
		Commercial.....	219	187					376	443	819	17	7	17	7	24
		Part-time.....	294	242	306	26,168										
		Industrial, Technical, Art and Home-making.....	626	425												
		Commercial.....	550	424	119	10,433			601	694	1,295	26	4	29	11	49
		Part-time.....														

ONTARIO—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS IN
EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1927, TO JUNE 30, 1928

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals Enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Amherstburg.....	9	3	63	1,268	6	57	63	1	2	3
Arnprior.....	4	4	25	810	7	18	25	1	1	2
Barrie.....	10	5	80	7,680	28	52	80	4	2	6
Belleville.....	10	10	399	14,912	138	144	282	6	8	14
Brantford.....	17	16	931	24,380	205	295	500	10	8	18
Brockville.....	22	16	759	14,671	357	222	579	9	8	17
Chatham.....	17	14	887	18,382	220	293	513	5	12	17
Collingwood.....	14	7	118	4,208	12	96	108	3	4	7
Dundas.....	15	13	179	4,234	27	129	156	5	4	9
Elmira.....	9	8	152	6,738	43	84	127	3	5	8
Espanola.....	4	4	59	2,006	21	26	47	3	1	4
Fort William.....	15	29	743	22,244	256	336	592	12	6	18
Galt.....	16	33	565	21,181	230	242	472	9	7	16
Goderich.....	4	6	106	2,180	7	56	63	.....	2	2
Guelph.....	26	32	948	39,240	375	497	872	19	13	32
Hamilton.....	43	58	2,958	115,062	1,916	682	2,598	65	45	110
Hanover.....	11	10	212	4,303	59	39	98	2	5	7
Hespeler.....	12	7	129	5,282	45	84	129	1	5	6
Ingersoll.....	11	12	198	6,057	93	105	198	7	2	9
Iroquois Falls.....	13	14	218	9,752	117	101	218	6	9	15
Kapuskasing.....	7	11	383	6,688	326	57	383	4	6	10
Kenora.....	1	1	48	3,416	43	5	48	1	.....	1
Kitchener-Waterloo.....	18	38	1,004	32,872	557	447	1,004	17	7	24
Leamington.....	5	3	57	3,192	49	9	57	1	3	4
London.....	40	59	2,156	45,218	655	749	1,404	28	14	42
Midland.....	2	5	87	3,054	0	87	87	.....	3	3
Napanee.....	9	9	302	6,394	77	77	154	4	4	8
Niagara Falls.....	24	24	685	17,482	321	219	540	10	9	19
Niagara-on-the-Lake.....	6	7	101	2,935	23	71	94	4	3	7
North Bay.....	14	16	449	18,994	121	216	337	7	10	17
Oshawa.....	11	18	417	24,722	209	203	412	9	8	17
Ottawa.....	40	167	4,054	130,667	874	2,872	3,746	37	48	85
Owen Sound.....	16	19	561	13,136	155	228	383	8	9	17
Pembroke.....	12	10	205	6,396	61	108	169	5	6	11
Perth.....	14	16	188	5,832	60	128	188	5	7	12
Peterborough.....	13	30	503	19,032	253	250	503	10	7	17
Petrolia.....	6	12	225	4,762	84	123	207	5	3	8
Port Arthur.....	13	16	462	22,808	231	217	448	9	6	15
Preston.....	8	6	166	7,872	50	110	160	2	5	7
Renfrew.....	16	16	233	4,268	54	138	192	7	9	16
St. Catharines.....	29	61	1,342	41,587	430	580	1,010	19	13	32
St. Thomas.....	24	23	542	23,966	226	316	542	8	8	16
Sarnia.....	19	23	458	17,756	246	175	421	14	4	18
Sault Ste. Marie.....	17	11	393	12,857	131	134	265	7	4	11
Scarborough.....	7	6	259	3,516	33	41	74	1	1	2
South Porcupine.....	1	1	14	644	14	.....	14	.....	1	1
Stratford.....	14	14	733	27,240	233	301	534	9	6	15
Sudbury.....	18	14	335	13,127	147	188	335	7	9	16
Timmins.....	10	9	264	9,472	104	113	217	4	5	9
Toronto—										
College of Art.....	17	17	588	14,110	115	92	207	9	5	14
Eastern High School of Commerce.....	12	79	3,469	60,991	718	746	1,464	22	7	29
Central High School of Commerce.....	17	158	7,896	122,521	1,180	1,926	3,106	51	12	63
Central Technical.....	71	332	9,695	346,094	3,369	3,686	7,055	141	54	195
Riverdale Technical.....	47	112	4,170	172,968	925	1,480	2,405	53	21	74
Wallaceburg.....	11	11	242	5,686	45	66	111	3	4	7
Welland.....	18	11	301	14,618	187	112	299	6	5	11
Weston.....	12	21	494	24,546	172	225	397	9	7	16
Whitby.....	8	8	87	2,733	15	58	73	3	3	6
Windsor-Walkerville.....	29	67	2,016	83,020	1,177	839	2,016	44	17	61
Woodstock.....	17	17	444	4,898	131	156	287	11	7	18
Madoc.....	3	3	60	125	13	15	28	1	1	2
Totals.....		1,782	55,817	1,706,855	17,975	21,121	39,096	766	510	1,276

MANITOBA

REPORT OF DIRECTOR OF TECHNICAL EDUCATION

S. T. Newton

Increased activity in the mining and pulpwood areas of Manitoba, the rapid expansion of a large number of industrial concerns and the development of many new ones have created a high degree of optimism in all lines of industry in the province. The result is that the young men and women who have, during the past few years, been receiving a good grounding in general education, together with specialized training along industrial and commercial lines, are in active demand. It is the first real opportunity they have had to demonstrate the value of the training which they have received. That the majority of them are making good is shown by the frequent requests being received for others who have the same kind of training.

Both the unions and the employers are now giving careful consideration to the establishment of part-time classes for apprentices on the basis of one day a week in the school-shops and the rest of the week in the industry.

INCREASED ATTENDANCE

The attendance of both junior and senior high schools has increased and it has been found necessary to open three commercial classes in the newly organized General Wolfe Junior High School.

There has been an increased enrolment in the evening schools in both the vocational classes and in the classes for students wishing to qualify for admission to higher educational institutions, and a very marked increase in the number of non-English workers who were in attendance in the English for non-English classes.

Two new apprentice classes in printing were organized at the Daniel McIntyre Collegiate Night School. These students were also enrolled in correspondence school work in printing. At this school there is a large class for former Norwegian citizens who wish to learn English.

COMPARATIVE FIGURES

The figures given below show along what lines there was the greatest increase as compared with the past two years.

	1926	1927	1928
Number of day schools in which vocational instruction was given.....	14	12	12
Number of full-time teachers giving vocational instruction.....	42	41	43
Number of pupils in day vocational classes.....	2,028	1,944	2,078
Number of evening schools in which vocational instruction was given....	3	3	3
Number of evening school teachers (Technical).....	38	39	49
Number of evening school students (Technical).....	980	1,074	1,496
Number of schools, English for non-English.....	3	3	7
Number of teachers in schools, English for non-English.....	18	21	37
Number of students in schools, English for non-English.....	700	630	1,046
Correspondence enrolment.....	26	32	110
Teachers' training classes.....	14	14	16

Among the items which might be classed as new developments are the plans to unify the work of classes from Grades VI to XI in the Winnipeg schools.

In the junior grades considerable attention has been given to blueprint reading, the use of instruction or job sheets, objective tests and the teaching of related information, and it is confidently expected that the pupils who will enroll in the technical classes for the first time in September, will make more rapid and intelligent progress because they have learned how to get information for themselves, as they would be expected to do in an industrial plant.

Instruction sheets and objective tests are also being more widely used in the vocational classes in the high schools.

Of the teachers listed as "Full-time teachers" in the summary given above, practically all confined their attention to one specialized subject, but most of them, in addition to teaching the number of pupils given in the summary, taught pupils from the senior classes in the various junior high schools who came to the shops for one-half-day per week, the idea being to give these pupils experience in a number of shops and in a variety of materials so that they may form a more intelligent idea as to their aptitudes and the courses which they should take on entering Grade X in the high school.

CORRESPONDENCE COURSES

The most distinctive advance made during the year was in home-study courses by correspondence.

There are in Manitoba many capable, industrious men and women in uncongenial employment, for which they have very little or no aptitude, but who, because of family or other obligations, cannot see their way clear to leave one occupation before being sure of another. Many others are hundreds of miles from any technical or vocational school. One ambitious student is 86 miles beyond the end of the steel of the Hudson's Bay Railway. Still others, who are living in the cities, desire instruction along specialized lines. Classes in these specialized subjects are not provided in the technical schools because those wishing such courses are too few in number to warrant organizing classes for them. To meet the needs of these ambitious and energetic individuals a wide variety of home-study courses are provided. A co-operative arrangement has been made with a number of the old established and reliable correspondence schools whereby the lesson texts and instruction service of these schools are made available to Manitoba citizens at a cost that is within the reach of anyone who wishes to take any of the courses.

The number of correspondence students enrolled and the courses chosen are as follows:—

Electrical Engineering.....	15	Architecture.....	6
Steam engineering.....	50	Sanitation.....	1
Civil Engineering.....	5	Surveying.....	1
Structural Engineering.....	2	Sign Writing.....	1
Automobile Engineering.....	1	Book-keeping.....	2
Mechanical Engineering.....	1	Business Management.....	3
Drafting and Designing.....	4	Commercial Art.....	6
Automotive Electricity.....	4	Radio.....	2
Mechanical Drafting.....	2	Dressmaking.....	5

MANITOBA—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD JULY 1, 1927, TO JUNE 30, 1928

Municipality and School	Department	Full-time Classes		Part-time Classes		Short Term and Special Classes		Number of Individuals Enrolled			Teachers				
		Total enrolment	Average attendance	Total enrolment	Student hours	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Winnipeg— St. John Technical.....	Homemaking.....	242	212.50	.....	.....	.....	.....	.....	242	242	4	16	6	14	20
	Commercial.....	234	203.12	.....	.....	.....	.....	83	151	234	2	20	7	15	22
	Technical.....	198	188.12	.....	.....	.....	.....	198	.....	198	6	24	16	14	30
Kelvin Technical.....	Homemaking.....	80	67.2	.....	.....	.....	.....	.....	80	80	4	20	5	19	24
	Commercial.....	190	145.0	.....	.....	.....	.....	65	125	190	2	14	7	9	16
	Homemaking.....	91	84.0	.....	.....	.....	.....	91	91	91	4	10	5	9	14
Daniel McIntyre.....	Homemaking.....	350	306.8	.....	.....	.....	.....	137	213	350	4	20	17	7	24
	Commercial.....	52	46.45	.....	.....	.....	.....	20	32	52	1	5	.....	6	6
Lord Roberts.....	Commercial.....	201	171.05	.....	.....	.....	.....	87	114	201	3	10	2	11	13
Machray.....	Homemaking.....	66	63.0	.....	.....	.....	.....	.....	66	66	2	6	.....	8	8
Earl Grey.....	Commercial.....	48	45.0	.....	.....	.....	.....	21	27	48	2	2	.....	3	3
	Homemaking.....	119	102.42	.....	.....	.....	.....	39	80	119	3	2	2	3	5
Isaac Newton.....	Commercial.....	33	27.66	.....	.....	.....	.....	33	.....	33	1	8	.....	1	3
	Technical.....	77	67.04	.....	.....	.....	.....	35	42	77	2	8	.....	10	10
Lord Selkirk.....	Commercial.....	97	85.80	.....	.....	.....	.....	36	61	97	1	8	.....	8	9
General Wolfe.....	Commercial.....	44	39.0	236	74,951	.....	.....	98	138	236	2	3	3	2	5
School of Art.....	Art.....	34	30.0	.....	.....	.....	.....	8	36	44	1	.....	.....	1	1
Norwood.....	Commercial.....	30	26.0	.....	.....	.....	.....	.....	34	34	1	.....	.....	1	1
St. Boniface—St. Joseph's.....	Commercial.....	30	26.0	.....	.....	.....	.....	4	26	30	1	.....	.....	1	1
St. Vital.....	Commercial.....	2,186	1,890.16	236	74,951	.....	.....	864	1,558	2,422	45	170	73	142	215
	Totals.....	2,186	1,890.16	236	74,951	.....	.....	864	1,558	2,422	45	170	73	142	215

Teacher-Training Classes—Enrolment, 14; Teachers, 1. Correspondence Department—Enrolment, 111; Teachers, 2.

MANITOBA—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS IN
EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1927, TO JUNE 30, 1928

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Winnipeg—										
Daniel McIntyre College.....	5	6	249	10,072	121	128	249	6	3	9
Kelvin Technical High School.....	18	39	747	22,424	555	192	747	15	6	21
St. John's Technical High School.....	16	29	500	16,284	355	145	500	13	3	16
School of Art.....			162	52,722	102	60	162	3	2	5
Totals.....		74	1,658	101,502	1,133	525	1,658	37	14	51

SASKATCHEWAN

REPORT OF THE SUPERINTENDENT OF EDUCATION

D. P. McColl

There have been no material changes during the past year in so far as technical education in Saskatchewan is concerned. Vocational classes are conducted in accordance with the provisions of the Vocational Education Act, by which Act boards of trustees, either of town districts or of high school districts, may provide for the instruction of pupils in day schools. These schools shall have an independent organization or be constituted as a department of an existing educational institution. Evening schools, in which adolescents and adults may receive theoretical and practical instruction in such occupations as they are engaged in during the day, shall also have an independent organization or be constituted as a department of an existing educational institution.

Provision is made for the appointment of a Vocational Education Committee composed of ten members, four of whom are nominated by the board from its own members, three to be employers of labour and nominated by the municipal council, three to be employees and nominated by the local organizations.

The three centres which stress certain phases of vocational education in Saskatchewan are Regina, Saskatoon and Moose Jaw. The following is a brief statement of the work conducted in the collegiate institutes in each of these centres.

REGINA

Day vocational classes are being conducted in both the Central Collegiate Institute and the Scott Collegiate Institute. The instruction in evening classes is given at the Central Collegiate Institute.

The work in day classes includes instruction in motor mechanics, wood-working, home economics and such phases of commercial work as typewriting, book-keeping, stenography, commercial law and allied subjects.

The work in evening classes includes motor mechanics, machine shop practice, steam engineering, carpentry, draughting, chemistry, dressmaking, typewriting, shorthand, book-keeping, English for new Canadians, business English, German, French and public speaking.

SASKATOON

The instruction in day classes is given in the Bedford Road Collegiate Institute and is confined to commercial work and allied subjects.

Evening classes are held in both Bedford Road and Nutana Collegiate Institutes. In the former, instruction is given in horticulture, book-keeping, typewriting, stenography, dressmaking, millinery, woodworking, commercial law, and English for the non-English. In the Nutana Collegiate Institute instruction is given in dietetics, millinery, dressmaking and mechanical draughting.

MOOSE JAW

The only provision made in day classes is for certain phases of commercial work.

Evening classes have been discontinued.

GENERAL CONDITIONS

By reason of special conditions existing in Saskatchewan, which is largely an agricultural province, it is hardly likely there will be any great development in technical education for some years to come, except in a few of the larger centres. The University of Saskatchewan, however, through the short courses in various phases of industrial work and through the regular courses offered in civil, mechanical and agricultural engineering, is doing its share in fulfilling the requirements of the province so far as these phases of technical education are concerned.

SASKATCHEWAN—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD
JULY 1, 1927, TO JUNE 30, 1928

Municipality and School	Department	Full-time Classes		Part-time Classes		Short Term and Special Classes		Number of Individuals Enrolled			Teachers				
		Total enrollment	Average attendance	Total enrollment	Student hours	Total enrollment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total
Regina.....	Commercial.....	326	292	.....	.....	.....	.....	126	200	326	9	0	6	3	9
	Motor Mechanics.....	26	22	.....	.....	43	10,890	69	0	69	2	1	3	0	3
	Home Economics.....	43	39	.....	.....	.....	.....	.....	43	43	5	0	2	3	5
	Woodworking.....	.....	.....	.....	.....	41	10,890	41	0	41	1	1	2	0	2
Moose Jaw.....	Commercial.....	96	73	.....	.....	.....	.....	29	67	96	2	10	7	5	12
Saskatoon.....	Commercial.....	371	293	.....	.....	.....	.....	141	230	371	6	3	8	1	9
	Carpentry—Apprentices.....	.....	.....	.....	.....	8	4,452	8	.....	8	.....	3	3	.....	3
	Totals.....	862	719	.....	.....	92	26,232	414	540	954	25	18	31	12	43

SASKATCHEWAN—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS
IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1927, TO JUNE 30, 1928

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Regina.....	14	18	576	29,498	280	296	576	16	6	22
Saskatoon.....	11	37	784	15,704	241	327	568	11	9	20
Totals.....		55	1,360	45,202	521	623	1,144	27	15	42

ALBERTA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

Dr. W. G. Carpenter

The year 1927-28 has seen a change in the spirit of the people in Alberta. Good crops have been harvested and sold at favourable prices. No serious disturbance has affected the mining industry, which has visions of extended markets. Extensive electrical developments have been initiated. The building trades have revived in their activity and the spring of 1928 found a large building program under way. The spirit of optimism is large in the province at the present time, and the prospects of steady growth commensurate with the resources of the province are the best.

The province is entering upon the fourth stage in its development. There are areas still under the sway of the primitive stage of white settlement in which the trapper and explorer were the forerunners of the rancher. The ranchers hold forth in the foothill country and to a limited extent in the interior of the province, but the ranges have been limited and the dirt farmers now occupy much of the former large grazing preserves. The agricultural settlement of the province is interesting in its development. The earlier farmers had limited visions of their prospects in the new land. Temporary buildings and primitive methods of farming were common characteristics. Few planned upon remaining as permanent residents. With the growth of their families and the change in the conditions in them, and because of the inherent attractiveness of the climate and opportunity of the new land, a change in attitude has taken place. The old hurriedly erected homesteads are being replaced with substantial and beautiful farm houses. Trees and attractive layouts are becoming common in all parts of rural Alberta, and conveniences comparable to those in the city are becoming common in the rural places. The small towns are being reconstructed and made attractive, rapidly changing from the bleak and barren places of yesterday. The larger centres of distribution are rebuilding their warehouses and places of business. Manufacturing is beginning and an air of permanence is rapidly characterizing the province. In the near future rural Alberta is to have electric service.

Modern agriculture now involves the use of machines of a complex nature. The automobile has taken the place of driving horses. The tractor and gasoline engine has made tremendous inroads on the service formerly given by the work horse. The telephone nets the land. Hundreds of electric lighting plants are distributed over the province. The radio is more common than the piano. The farm is rapidly becoming mechanized.

This change in the attitude of the westerner towards his building program and the change in the use of complex machinery throws a large responsibility upon those agencies providing skilled craftsmen and mechanical experts. These skilled workmen assist in the production, distribution and maintenance of highly specialized machines. While these machines are made to be operated by those with the minimum of skill, still experience is proving that it is in the interests of economy and the general well-being of all concerned to have an intelligent and experienced operator handle the farm machinery. The importation of the skilled mechanic and craftsman is conspicuously less than it was a few years ago, as a consequence of which the responsibility of meeting the services demanded is pressing more and more upon the native born.

These changed conditions bring new challenges to the educational organizations. It is beginning to dawn upon the masses of the people that the school must do more than prepare its pupils to enter some learned profession. It is being recognized that the training for the teachers' certificate or for the university matriculation is not necessarily the best training for the farmer or the tradesman or the craftsman. Sir Michael Sadler, in a recent address, calls attention to the fact that "inert ideals are at a premium. To implant them is the cheapest way of giving what looks like a literal education. But inert ideas are a blight on the individual and the individual's judgment. A literal education should make us sensitive and keep us creative. Unless it keeps us creative it is disabling. And the more we spread the disabling kind of education the more we weaken the intellectual and moral power of the English people." This applies equally well to Canadian education among a virile people with a future ahead which demands creative ability, adequate knowledge and the proper moral power and standards. The headmaster of Harrow says: "Education is no longer the region of the three R's. It is now the territory of another trinity—the hand, the eye, and the voice. It is the business of the school to teach the child to observe, make him do things, and to instruct him in speech and song. Then the child will have more capacity for true happiness and true intelligence." These are prophetic utterances which we shall do well to pause before and to ponder.

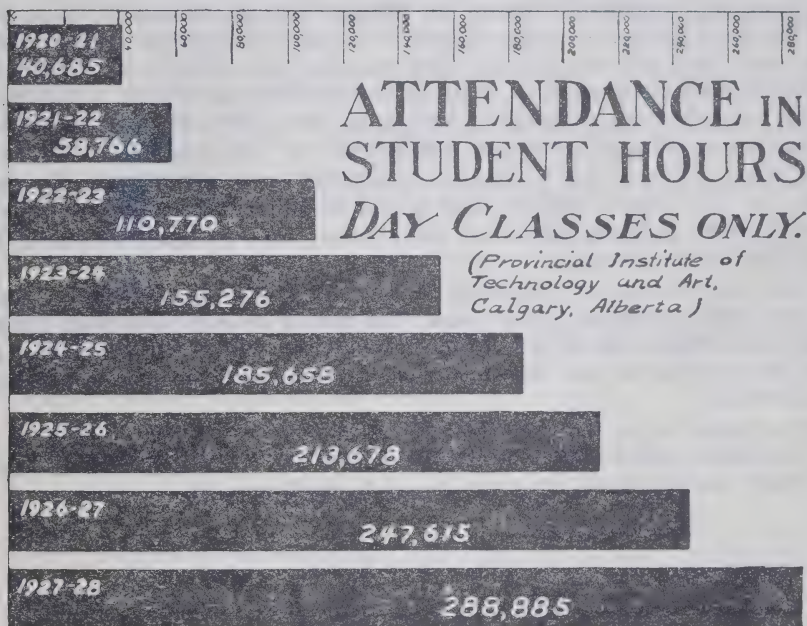
It is extremely regrettable that the federal aid to this new type of education is about to be withdrawn. The ten years of its application have seen remarkable changes. But at the beginning of the period the conditions were not favourable to the early initiation of the experiment, particularly in Western Canada. An extremely significant contribution has been made, but the investment is not yet sufficiently safe to be left alone unaided. The status of nationhood that Canada attains is dependent upon the status of the individuals within the nation. The individual's status is contingent upon the individual's opportunity for development which it is the function of education to provide. It is a major responsibility of the State to maintain this opportunity at the highest possible standard of efficiency and is of such importance that the Federal Government cannot afford to ignore it. Surely Canadian statesmen will not leave undone this great necessary undertaking which lies at the very foundation of the nationhood.

In technical education, progress may be reported in Alberta for the year 1927-28. The cities of Calgary and Edmonton have expanded their programs of manual training and household science in the elementary schools. The commercial schools have had successful years, with little change in attendance. The Edmonton Technical High School reports good attendance and an apparent increase in the interest of the public in its work. More attention is being paid to the vocational courses and less to the professional and matriculation subjects. The Prevocational School in Calgary reports its accommodation taxed to capa-

city and the prospects for the coming year are that there will be about two hundred students more than the school can accommodate. The status of the school is very much improved within the community.

The Calgary School Board has unanimously decided to erect a technical high school during the coming year. This school will carry on the work begun in the Prevocational School. It will provide a longer training period for those desirous of entering mechanical and industrial careers and will serve as a preparatory school to the Technical Institute.

The Technical Institute has had a year of expansion and was unable to accommodate all those who sought admission. Every phase of the work—day, evening, and correspondence—has grown. In 1925-26 there were 888 enrolments. For the year 1926-27 there were 1,273, while in the year just closed the total amounted to 1,745. The graph below indicates the growth in the day class attendance.



More than one hundred applicants were disappointed in not being able to enter the electrical department. The motor service department was filled to capacity. The tractor and gas engine department was the strongest in personnel.

A new art course was opened in October, 1927. It has had a favourable beginning, with an enrolment of thirteen. The prospects for a good second year are very encouraging and it appears that it will be a permanent section of the institute.

Because of the prospect for the future, the provincial Government is adding a new wing to the Institute providing 7,200 square feet of floor space as an addition to the farm machinery and tractor department. This will be ready for occupancy in November, 1928.

The evening classes throughout the province have been well maintained. Classes were conducted in twelve centres. The strongest work is being conducted in Calgary and Edmonton, where elaborate courses were offered and well attended. Medicine Hat and Lethbridge maintained their status in this respect.

Some interesting co-operations were worked out at the Technical Institute during the year. The students in the second-year classes in steam engineering were distributed for practical shop experience among the large power plants of the city. Each student spent half of every day for a week in each of seven power plants in the city. In this way he was brought into contact with modern equipment which afforded a variety of services it was not possible to provide at the institute itself. His experiences were supervised by the instructional staff of the department and these experiences formed the basis of lectures and discussions.

A Committee of the Master Plumbers and Journeymen supervised an evening class of apprentice plumbers and steamfitters which was attended by all the apprentices in the city. It is proposed to conduct day classes during the coming winter on the same basis. It is also anticipated that this plan will be adopted by other branches of the building trades. An interesting class for prospectors was successfully conducted during the winter. The oil chemistry course did not have the same interest as characterized it during the previous season. Evening classes were conducted in machine shop practice, automobile service, automotive electricity, sheet metal working, building construction, electricity, armature winding, steam engineering, telegraphy, commercial art, show card writing, radio, geology and prospecting, oil chemistry, credit men's service, drafting for dressmakers.

A Summer School was conducted during 1927 with fair results. It was patronized by high school students and a few school teachers. A successful class of twenty-three in Gregg shorthand and typewriting was again conducted by the Gregg Publishing Company.

The Correspondence Department reports a fair year. There has been increased enrolment in all departments. The mining courses have been completely revised and brought up to date to meet conditions within the province. A new course in mathematics has been introduced. This has been borrowed from British Columbia.

The prospects for the year 1928-29 are very good. A heavy advance enrolment has already been made and it appears that the facilities of the institute will be entirely inadequate to meet the demands made upon it.

ALBERTA—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD JULY 1, 1927,
TO JUNE 30, 1928

Municipality and School	Department	Full-time Classes		Part-time Classes		Short Term and Special Classes		Number of Individuals Enrolled			Teachers						
		Total enrolment	Average attendance	Total enrolment	Student hours	Total enrolment	Student hours	Male	Female	Total	Full-time	Part-time	Male	Female	Total		
Edmonton S.D. No. 7— Commercial Technical High.....	Commercial.....	342	306.88	.....	.....	.....	.....	.....	.....	278	64	342	10	.....	3	7	10
	Prevocational.....	162	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Science Matriculation.....	72	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Sewing.....	39	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Nurses in training.....	93	.....	25	613	.....	.....	.....	.....	243	191	406	13	2	12	3	15
	Industrial.....	6	.....	3	351	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Drafting.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Applied Art.....	.....	.....	6	671	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Woodwork.....	41	34.2	.....	.....	.....	.....	.....	.....	13	28	41	2	.....	5	4	9
	Commercial.....	312	218.4	.....	.....	.....	.....	.....	.....	83	229	312	9	.....	2	5	7
	Prevocational.....	239	172.4	.....	.....	.....	.....	.....	.....	122	117	239	9	.....	5	6	11
Provincial Institute of Technology and Art.....	Industrial.....	.....	331.1	.....	.....	.....	.....	.....	.....	623	76	699	23	11	32	2	34
	Automotive Electricity.....	15	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Drafting.....	26	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Dressmaking and Millinery.....	35	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Electrical.....	107	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Farm Mechanics.....	28	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Machine Shop.....	10	.....	.....	.....	5	340	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Mining.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Motor Mechanics.....	106	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Steam Engineering.....	24	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Telegraphy.....	36	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Lethbridge S.D. No. 51.....	Gasoline Tractors.....	73	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Industrial Art.....	13	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	Summer School.....	81	48.4	.....	.....	.....	.....	.....	.....	21	60	81	2	3	3	2	5
	Commercial.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Totals.....		1,860	1,111.38	34	1,635	226	25,940	1,383	765	2,120	68	18	60	26	86	86	86

Correspondence Department—Enrolment, 290; Teachers, 4.

ALBERTA—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS IN
EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1927, TO JUNE 30, 1928

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours (by clock)	Number of Individuals enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
Edmonton S.D. No. 7	23	34	1,372	25,861	559	355	914	21	6	27
Calgary S.D. No. 19.	16	37	596	21,144	321	275	596	18	5	23
Lethbridge S.D. No. 51.....	4	4	92	3,190	47	45	92	2	2	4
Medicine Hat S.D. No. 76.....	3	3	114	12,509	57	57	114	4	1	5
Canmore S.D. No. 168	2	2	32	1,200	32	.....	32	2	.....	2
Blairmore S.D. No. 628.....	1	1	14	500	14	.....	14	1	.....	1
Coalhurst S.D. No. 2394.....	1	1	27	332	27	.....	27	1	.....	1
Taber S.D.	2	2	38	1,216	9	10	19	1	1	2
Rosedale Village S.D. No. 3751.....	1	1	15	534	15	.....	15	1	.....	1
Drumheller S.D. No. 2472.....	2	2	26	1,512	26	.....	26	2	.....	2
Mercoal S.D. No. 4226.....	3	3	29	936	23	2	25	2	.....	2
Provincial Institute of Technology and Art.....	29	30	756	22,023	693	43	736	30	1	31
Totals.....	.....	120	3,111	90,957	1,823	787	2,610	85	16	101

BRITISH COLUMBIA

REPORT OF THE PROVINCIAL ORGANIZER OF TECHNICAL EDUCATION

John Kyle

DAY SCHOOLS

Technical High Schools are established in New Westminster, Point Grey and Vancouver, at which three-year courses are given in commercial, technical and home economics subjects.

A partial technical and a three-years' commercial course are given in Victoria, while the following cities and municipalities provide a commercial course only: Burnaby, Delta, Kamloops, North Vancouver, Nelson, Oak Bay, Prince Rupert, Revelstoke, South Vancouver, Surrey and West Vancouver. The enrolment in these vocational classes throughout the province was 3,591.

NEW TECHNICAL SCHOOL IN VANCOUVER AND ADDITION TO THE T. J. TRAPP TECHNICAL SCHOOL, NEW WESTMINSTER, B.C.

It is with pleasure that we report great progress in the technical program in Vancouver. The Board of School Trustees are erecting a technical school of a modern type, having a group of workshops and laboratories which are commodious, well-lighted, and completely equipped. The workshops are fitted for the following trades; engineering (stationary), engineering (electrical), sheetmetal-working, automobile mechanics, cabinet making, carpentry, joinery, building construction and printing. It is no exaggeration to state that when the building is completed it will be one of the best of its kind in Canada.

The aim of the Vancouver Board of School Trustees is to teach the fundamental principles of every trade to be found in Greater Vancouver and to work in close conjunction with the members of the Apprenticeship Council, who are also active in promoting industrial education.

The New Westminster Board of School Trustees are completing an addition to the T. J. Trapp Technical School. This includes a fine large workshop which will relieve the congestion in the metal-work department of the old school. The new building will provide accommodation for the home economics section, and for the teaching of most of the academic subjects.

All indications show that Greater Vancouver and New Westminster are becoming important industrial centres, and the educational authorities in these two cities show that they are alive to the situation and that they realize that trained minds and hands are the greatest producing agencies in the world.

It is unfortunate that the city of Victoria has done so little to prepare their young people for industrial advancement. Whilst the City Council is providing money grants to encourage manufacturers to establish industries, they neglect at the same time to extend educational facilities in order to prepare their own citizens for industrial work. The ratepayers have recently vetoed a by-law for a new technical school wherein should be placed the present commercial course, a home economics course for girls, and a school of art. In a city like Victoria the success of a good school of art and a conservatory of music would be assured.

The School of Decorative and Applied Art in Vancouver has been a great success. It provides day and night courses in the following: Drawing and design, applied design, modelling, lettering and illumination, figure drawing and composition, architecture and pottery. The accommodation is quite inadequate for the hundreds of students who attend and the school trustees are seriously thinking of erecting a special school building.

HIGH SCHOOL COMMERCIAL COURSES

Commercial schools are improving annually and the instructors are becoming more and more attentive to the requirements of employers into whose offices the young students go. It is highly desirable in courses such as these that a definite path be followed leading from school to the actual work which some day will have to be undertaken.

More direct attention might also be given to the Civil Service examinations held by the provincial Government. Preparation for these examinations might well come within the ambit of the high school commercial teachers. It would be possible to give a list of successes in open competition from most of the schools in the province; New Westminster, Point Grey, South Vancouver, and Britannia High School, Vancouver, could all add to the list of laurels gained, but a letter from Sir Isaac Pitman and Sons (Canada), Limited, to the High School of Commerce in Vancouver will show how that school compares with others in Canada:—

"As requested in your letter of the 23rd, we give below final details of the results achieved by your students in the Pitman Shorthand Students' Examinations, during the school year 1927-28.

1. The number of certificates issued to students of the Vancouver High School of Commerce, was as follows:—

21 at 60 words a minute	5 at 110 words a minute
13 at 70 words a minute	8 at 120 words a minute
21 at 80 words a minute	7 at 130 words a minute
7 at 90 words a minute	4 at 150 words a minute
11 at 100 words a minute	1 at 160 words a minute

Total number of certificates—98.

2. During the year, students of your school gained more Pitman Speed Certificates than any other high school in Canada submitting its students for these examinations. The highest speed gained by other high school students did not exceed 130 words a minute.

3. No business college in Canada approached the number of certificates gained by your students. Since the inception of the Examination Department, the highest Speed Certificate issued to a business college student has not exceeded 130 words a minute.

4. During the year we have presented to your students: five Gold Medals, seven Silver Medals, and eight Bronze. No other school has won so many medals in any one year.

These very excellent results are as gratifying to us as they must be to you. We again offer you our very hearty congratulations.

Yours sincerely

(Signed) A. D. POINTING,

Director."

NIGHT SCHOOLS

Night schools were conducted in forty-nine cities, municipalities and rural districts in the province. There was a total attendance of 5,444 individual students, but as a number of these students attended more than one class the total enrolment in all evening classes was 6,196.

Cities of the first, second and third class—Chilliwack, Courtenay, Fernie, Kelowna, Kamloops, Kaslo, Ladysmith, Mission, Nanaimo, Nelson, New Westminster, North Vancouver, Penticton, Point Grey, Vancouver and Victoria.

Rural municipalities and districts: Anyox, Britannia Beach, Britannia Mines, Burnaby, Delta, Duthie Mines, Esquimalt, Field, Cladwin, Horne Lake, Kaleva, Kent, Keremeos, Kimberley, Langley, Malcolm Island, Mayne Island, Maple Ridge, Matsqui, Michel, Ocean Falls, Okanagan Centre, Oyama, Port Coquitlam, Powell River, Rutland, Saanich, Sahtlam, Sooke, Summerland, South Vancouver, West Vancouver, and Winfield.

The undermentioned subjects were included in the night school courses: English, English for new Canadians, subjects for Civil Service examinations, subjects for pharmaceutical examinations, subjects for junior matriculation, citizenship and economics, mathematics, mechanics, physics, machine construction and drawing, pattern-making, forging, machinists' work, steam engineering, automotive ignition system, magnetism and electricity, electrical engineering, chemistry, metallurgy, coal-mining, building construction, carpentry and joinery, architectural design, estimating, navigation, forestry, paper-making, printing, commercial English, typewriting, stenography, accounting (elementary and advanced), commercial languages (i.e., Spanish, Russian, Japanese, Chinese, French), salesmanship, drawing and design, modelling, metal repousse, wood-carving, embroidery, pottery, china-painting, show-card writing, dressmaking, millinery, costume-designing, laundering, breadmaking, canning, cookery, music (instrumental and choral), elocution and public speaking.

Although attendance at night-schools is reasonably good, yet it would be easy to double the numbers if school trustees would adopt the methods of advertising, which the purpose warrants.

TEACHER-TRAINING CLASSES

(a) *Technical Teachers*

The Department of Education has been keeping ahead of technical education requirements by engaging in the work of teacher-training, and to this policy is due much that is stable in the educational progress which has been made in the province. There is great satisfaction in having trained men ready to act as instructors when school trustees extend their technical programs, instructors who have a thorough knowledge of the work which has to be accomplished, who have studied methods of teaching and who proceed to their positions in possession of complete courses of work.

Technical teachers in training attend classes in the evenings and on Saturday afternoons, because these hours of meeting suit the convenience of crafts-

men, from whose ranks the majority of the class are enrolled. Some of these craftsmen have already undergone training and hold positions as manual instructors. They have covered an extensive program of handcraft work, including furniture construction; wood-turning; sheetmetal; artmetal; machine-shop-work at the bench; design; educational methods; use and care of woodwork machinery; science relating to wood and metal-work; thesis on manual training; and a course of work in the first five subjects. It may readily be seen that such men possess good and desirable training for technical instructors.

There are other craftsmen, however, who have as their aim the teaching of one specific subject, and they do not wish to diverge too much from their trade and the varied experiences found therein.

Technical teachers in training are selected from the best trained craftsmen of both types mentioned, consequently it is not necessary to give them much practical shopwork during their training. Attention, however, is focussed on scholarship; on the principles and practice of the trade; on principles and practice of teaching, and on arranging courses of work in preparation for teaching.

After these teachers in training have completed their course of studies and have been successful in obtaining a position, an interim certificate is granted for two years. If the practical results of their teaching in that time is all that could be desired, a certificate of a permanent nature is granted. Twenty-three students were enrolled in the training class for technical subjects last year.

(b) *Commercial Teachers*

Training classes for teachers of commercial subjects have also proved to be opportune and very successful. Nearly all of the twenty-nine teachers in training hold First Class Teacher's Certificates and some have university degrees.

The tuition has been given mainly at summer schools, but the studies begun there were continued by correspondence during the winter and spring months. The subjects studied are as follows: Commercial geography and economics; arithmetic of commerce and finance; history of commerce; shorthand theory and practice; typewriting theory and practice; accounting theory and practice; commercial law; statute law; office management; business correspondence and filing and auditing. With teacher training of this kind the standard of commercial subjects in the province has improved tremendously and teachers of commercial subjects have established a steadily growing system and one in which the public are increasing their confidence.

CORRESPONDENCE LESSONS IN COAL-MINING AND SURVEYING

This work is conducted to prepare men for the examinations demanded by the Department of Mines in the interest of public safety. The course embraces the following:—

- No. 1. Preparatory mining course for boys over fifteen years of age, who have left school.
- No. 2. Course in arithmetic and mathematics.
- No. 3. Course for fire-boss, shift-boss or shot-lighter's papers (Third Class).
- No. 4. Course for overman's papers (Second Class).
- No. 5. Course for mine manager's papers.
- No. 6. Course in mine survey work.

The enrolment in the mining courses number two hundred and twenty-eight, and the lessons are so arranged that a boy on leaving school can continue his studies until he reaches the age of twenty-three, at which age he is permitted to

compete for his provincial mining papers. Course No. 1 is divided into six separate sections of carefully graded work, and regular application will fit a young man thoroughly for the examinations held for shot-lighters. With a continuance of his studies his papers as overman will not be difficult to obtain, and following these two the aspiring coal-miner may rise to any height he desires.

When one considers that a young man, engaged in industrial work during the day, has the privilege of dividing his matriculation to university examinations into four sections and of trying one section each year, it will readily be seen with what comparative ease a mine-worker could step upward to work of an advanced character.

BRITISH COLUMBIA—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS
IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1927, TO JUNE 30, 1928

Municipality or School	Total Number of Subjects	Total Number of Classes	Total Enrol- ment all Classes	Total Student Hours (by Clock)	Number of Indi- viduals Enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Anyox and Granby Bay.....	10	14	179	9,178-46	150	29	179	9	1	10
Britannia Beach.....	3	3	49	1,183	28	14	42	3		3
Britannia Mines.....	4	9	189	5,899	189		189	4		4
Burnaby.....	9	9	272	15,929-6	133	139	272	10	4	14
Chilliwack.....	1	2	35	1,340		35	35		1	1
Courtenay.....	1	1	25	1,894	24	1	25	1		1
Delta.....	2	2	45	2,547	25	20	45	1	1	2
Duthie Mines.....	2		11	700	11		11	1		1
Esquimalt.....	1	2	13	200		13	13		1	1
Fernie.....	5	6	107	7,456	50	39	89	4	2	6
Field.....	1	1	19	304		19	19		1	1
Gladwin.....	1	1	14	490	14		14		1	1
Horne Lake.....	1	1	13	120	13		13	1		1
Kaleva.....	1	1	15	768		6	15	1		1
Kamloops.....	4	4	75	1,621	37	38	75	2	1	3
Kaslo.....	2	2	34	560	17	17	34	1	1	2
Kent.....	1	1	22	1,564	12	10	22		1	1
Kelowna.....	2	3	86	938	48	32	80	1	2	3
Keremeos.....	1	1	12	72		12	12		1	1
Kimberley.....	2	2	33	1,724	24	9	33	1	1	2
Ladysmith.....	3	3	49	3,362	35	9	44	3		3
Langley.....	1	3	36	1,374		36	36		1	1
Malcolm Island.....	1	1	17	1,422	10	7	17	1		1
Mayne Island.....	1	1	21	419	1	20	21	1		1
Maple Ridge.....	3	4	41	1,491	38	1	39	3	1	4
Matsqui.....	1	1	21	284		21	21		1	1
Michel.....	2	2	25	2,737	25		25	2		2
Mission.....	3	1	27	1,058	12	15	27		1	1
Nanaimo.....	3	3	50	2,695	17	18	35	2	1	3
Nelson.....	2	5	83	3,515	31	52	83	1	1	2
New Westminster.....	17	25	423	13,458	187	130	317	12	6	18
North Vancouver.....	3	4	54	1,498	9	45	54		3	3
Ocean Falls.....	3	3	39	980	31	4	35	3		3
Okanagan Centre.....	1	1	11	86		11	11		1	1
Oyama.....	1	1	13	96		13	13		1	1
Penticton.....	2	2	47	846	37	10	47	1	1	2
Point Grey.....	1	1	13	578		13	13		1	1
Port Coquitlam.....	1	1	11	127		11	11		1	1
Powell River.....	2	2	39	3,169	21	7	28	2		2
Rutland.....	1	1	11	88		11	11		1	1
Saanich.....	2	3	72	2,454-5	35	37	72	1	1	2
Sahtlam.....	1	1	14	210		14	14		1	1
Sooke.....	1	1	24	558		24	24		1	1
South Vancouver.....	9	20	296	16,612	112	179	291	8	10	18
Summerland.....	5	5	49	3,307	30	19	49	4	1	5
Vancouver.....	45	93	2,713	144,335-6	1,540	620	2,160	64	12	76
Victoria.....	29	34	692	32,821-9	335	337	672	20	14	34
West Vancouver.....	3	3	45	2,753	13	32	45	1	2	3
Winfield.....	1	1	12	96		12	12		1	1
Total.....		292	6,196	296,149-06	3,303	2,141	5,444	169	83	252

BRITISH COLUMBIA—STATEMENT OF ATTENDANCE AND NUMBER OF TEACHERS IN DAY VOCATIONAL CLASSES FOR PERIOD JULY 1, 1927, TO JUNE 30, 1928

Municipality and School	Department	Enrolment and Attendance					Total Enrolment All Classes		Teachers			
		Full-time Classes		Part-time Classes		Short Term and Special Classes	Male	Fe-male	Full-time	Part-time	Male	Fe-male
		Total enrolment	Average attendance	Total enrolment	Study hours	Total enrolment						
Burnaby.....	Commercial.....	131	123.3						131	3	2	1
Delta.....	Commercial.....	18	18						18	1		1
Kanloops.....	Commercial.....	51	50						51	2	4	3
New Westminster.....	Technical.....	183	174.4						183	9	3	3
	Home Economics.....	65	59						65	1		1
	Commercial.....	103	100.6						103	2		1
North Vancouver.....	Commercial.....	84	80.6						84	3	1	2
Nelson.....	Commercial.....	30	30						30	1	5	3
Oak Bay.....	Commercial.....	16	15						16	1	3	2
Point Grey.....	Commercial.....	165	165						165	3	8	10
	Home Economics.....	20	19						20	14	11	3
	Technical.....	112	112						112	14	14	14
Prince Rupert.....	Commercial.....	27	22.4						27	1		1
Revelstoke.....	Commercial.....	23	22.18						23	1	3	2
South Vancouver.....	Commercial.....	216	211.08						216	13	11	21
Surrey.....	Commercial.....	8	7.7						8			1
West Vancouver.....	Commercial.....	27	26						27	1	4	3
Vancouver.....	Commercial.....	1,017	975.16						1,017	28	18	30
	Home Economics.....	126	88.1						126	2	2	12
	Technical.....	576	573.76						576	17	7	16
	Art.....	103	92.50						103	4	4	8
Victoria.....	Commercial.....	315	255.00						315	7	8	2
	Technical.....	175	169.50						175	4	9	6
Totals.....		3,591	3,388.74						3,591	92	99	59
											132	191

Teacher-Training Classes—Enrolment, 52; Teachers, 7.
Correspondence Department—Enrolment, 228; Teachers, 3.

XV. LEAGUE OF NATIONS INTERNATIONAL LABOUR ORGANIZATION

The International Labour Organization of the League of Nations was formed under the authority of Part XIII of the Treaty of Peace with Germany and the corresponding part of the other peace treaties, to promote the improvement of industrial conditions by legislative action and international agreement. It comprises the International Labour Office in Geneva and the International Labour Conference, which meets annually. The latter is composed of four delegates of each member state, two of whom are government delegates and two representative of employers and employed, respectively. Fifty-five countries are members of the International Labour Organization, including all of the industrial countries of the world excepting the United States.

The International Labour Office is under the control of a Governing Body consisting of twenty-four persons chosen by the International Labour Conference, twelve representing governments, six representing employers, and six representing workers. The Governing Body is also charged with the preparation of the agenda of the annual conference.

The International Labour Conference, in its successive sessions since its inception in 1919, has adopted twenty-five draft conventions and twenty-nine recommendations which have been communicated to the member states of the organization. The latter are under obligation to bring these draft conventions and recommendations of the International Labour Conference before the authority or authorities within whose competence the matter lies for the enactment of legislative or other action. Most of the proposals which have emanated from the conference to date have dealt with subjects which fall within provincial legislative jurisdiction in Canada, and have accordingly been brought to the attention of the respective provincial governments. The draft conventions and recommendations have also been brought before the federal Parliament.

The Department of Labour is entrusted with the duties arising out of the relations of Canada with the International Labour Organization. These have entailed much correspondence, not only with the International Labour Office, but also with other departments of the Dominion Government, with the provinces and with employers' and workers' organizations. Replies have also been prepared in the Department of Labour to various questionnaires which were circulated on behalf of the International Labour Office. The performance of these duties has necessarily entailed a close study on the part of officers of the department of the various technical questions which have figured on the various conference agenda and meetings of the Governing Body and of questionnaires received from the International Labour Office.

A bulletin entitled "Canada and the International Labour Conference" was issued by the Department of Labour in February, 1922, for the purpose of furnishing information in reference to the International Labour Organization and the subjects which have received attention at the hands of this body.

In the month of December, 1924, in order to secure closer touch with the work of the League of Nations and of the International Labour Organization, the appointment was made by the Government of Canada of an Advisory Officer resident in Geneva. It was felt that this appointment would ensure greater permanency and continuity of representation at the meetings of the Governing Body of the International Labour Office and that such an officer, acting as a substitute for and under the direction of the Minister of Labour,

would improve the present plan of Canada's representation. Dr. W. A. Riddell, former Deputy Minister of Labour of Ontario, who had held an important position on the staff of the International Labour Office since 1920, was entrusted with the duties of Dominion of Canada Advisory Officer, League of Nations, in Geneva.

LEGISLATIVE JURISDICTION WITH REGARD TO THE QUESTIONS INVOLVED IN
DRAFT CONVENTIONS AND RECOMMENDATIONS OF INTERNATIONAL LABOUR
CONFERENCE, 1926

The draft conventions and recommendations adopted by the International Labour Conference of the League of Nations at its Eighth and Ninth Sessions in 1926 were referred to the law officers of the Crown in Canada with a view to determining whether, and to what extent, the subject matters involved were within the competence of the Parliament of Canada or of the provincial legislatures, in order that the draft conventions and recommendations might be brought before the authority or authorities within whose competence the matters in each case lay for the enactment of legislation or other action, in conformity with the requirements of Article 405 of the Treaty of Peace with Germany and the corresponding article of the other peace treaties. The law officers' report was submitted to the Privy Council by the Minister of Justice and an Order in Council approving of the same was adopted on November 16, 1927, their findings on the different subjects dealt with being as follows:—

I. *Draft Convention Concerning the Simplification of the Inspection of Emigrants on Board Ship.*—With regard to this convention the finding was that in the absence of Imperial legislation dealing with its subject-matter as regards British ships generally or enabling the Parliament of Canada to give effect to the proposals of the convention as regards all ships registered in Canada, wherever they may be, legislative action to carry out this convention is within the competence of the Canadian Parliament in relation only to such vessels registered in Canada as are controlled or operated by persons domiciled or resident in the Dominion whilst they are outside the territorial limits of Canada, but in relation to all vessels registered in Canada whilst they are within the territorial limits of the Dominion.

II. *Recommendation Concerning the Protection of Emigrant Women and Girls on Board Ship.*—Although the recommendation is silent upon the point, it is presumably contemplated that the appointment of inspectors shall be made by the government of the country whose flag the vessel flies, in which case the finding of the law officers was that the proposal of the recommendation was within federal jurisdiction.

III. *Draft Convention Concerning Seamen's Articles of Agreement.*—The finding in respect of this convention was similar to that regarding the convention concerning simplification of the inspection of emigrants on board ship, above mentioned.

IV. *Draft Convention Concerning the Repatriation of Seamen.*—This convention has the same application as that last mentioned and for the same reason the finding was that the Parliament of Canada is competent to give effect thereto as regards all ships registered in Canada in relation to the repatriation of seamen within the limits of the Dominion, but only with regard to such registered ships as are controlled or operated by persons domiciled or resident within Canada in relation to the repatriation of seamen outside of Canada.

V. *Recommendation Concerning the Repatriation of Masters and Apprentices.*—The finding was that the subject-matter of this recommendation is within the competence of the Dominion Parliament to the same extent as the subject-matter of the convention last above mentioned.

VI. *Recommendation Concerning the General Principles for the Inspection of the Conditions of Work of Seamen.*—The finding in respect to this recommendation is that Parliament is competent to give effect to the principles set forth therein with regard to vessels registered in Canada, subject to this qualification, that no rights of inspection or compulsory powers could be asserted or exercised with respect to such vessels whilst outside the territorial limits of Canada, except possibly in the case of such vessels registered in Canada as are controlled or operated by persons domiciled or resident in Canada.

INTERNATIONAL LABOUR CONFERENCE, 1927

The tenth session of the International Labour Conference (League of Nations), constituted under the provisions of the Treaties of Peace, was held at Geneva, Switzerland, from May 25 to June 16. Of the fifty-five countries which are members of the International Labour Organization, forty-three sent delegations to the conference. In all but eleven cases these delegations were "complete" in that they consisted of representatives of organized employers and workers as well as of governments. In eight cases the delegates consisted only of government members, and in the three other cases the countries were represented by employers' representatives, but no workers' delegates. A list of the countries represented follows: Albania, Argentine Republic, Australia, Austria, Belgium, Bolivia, Brazil, Bulgaria, Canada, Chili, China, Columbia, Cuba, Czechoslovakia, Denmark, Esthonia, Finland, France, Germany, Great Britain, Greece, Guatemala, Hungary, India, Irish Free State, Italy, Japan, Latvia, Luxemburg, Netherlands, Norway, Poland, Portugal, Roumania, Salvador, Serb-Croat-Slovene Kingdom, Siam, South Africa, Spain, Sweden, Switzerland, Uruguay, Venezuela.

The Canadian delegation in attendance at the conference was as follows:—

Government Delegates.—Dr. W. A. Riddell, Canadian Advisory Officer, League of Nations, Geneva, Switzerland; and Mr. R. A. Rigg, Director of the Employment Service, Department of Labour, Ottawa, Canada.

Technical Advisers to Government Delegates.—Mr. L. L. Peltier, Legislative Representative of the Order of Railway Conductors, Ottawa, Canada; and Mr. Joseph Comeau, of the Federation of Catholic Workers of Canada, Montreal, Quebec.

Employers' Delegates.—Mr. W. C. Coulter, Vice-President and General Manager, Booth-Coulter Copper & Brass Co., Ltd., Toronto, Ont.

Technical Adviser to Employers' Delegate.—Mr. H. W. Macdonnell, Secretary, Industrial Relations Department, Canadian Manufacturers' Association, Toronto, Ont.

Workers' Delegate.—Mr. P. M. Draper, Secretary-Treasurer, Trades and Labour Congress of Canada, Ottawa, Ont.

Technical Adviser to Workers' Delegate.—Mr. J. T. Foster, Vice-President, Trades and Labour Congress of Canada, Montreal, P.Q.

The agenda of the tenth session of the conference comprised three main subjects, namely, the proposed adoption of a draft convention or recommendation concerning Sickness Insurance for Workers, and the preliminary consideration of draft questionnaires relative to Minimum Wage-Fixing Machinery and Freedom of Association.

Canada was represented on the various committees appointed by the conference as follows:—

On the Selection Committee, by Dr. W. A. Riddell of the Government group, and Mr. P. M. Draper of the Workers' group;

On the Standing Orders Committee, by Mr. P. M. Draper as a member of the Workers' group, and Mr. W. C. Coulter as a substitute representative of the Employers' group;

On the Committee on Freedom of Association, by Mr. R. A. Rigg of the Government group;

On the Committee on Sickness Insurance, by Mr. W. C. Coulter of the Employers' group, and Mr. J. T. Foster of the Workers' group;

On the Committee on Minimum Wages, by Dr. W. A. Riddell of the Government group, and Mr. W. C. Coulter of the Employers' group; and

On the Committee on Article 408 of the Treaty of Versailles, by Mr. W. C. Coulter as a substitute member of the Employers' group.

The decisions of the conference may be summarized as follows:—

Sickness Insurance.—By 97 votes to 9 the conference adopted, on final vote, a draft convention concerning sickness insurance for workers in industry and commerce and domestic servants.

By 85 votes to 9 the conference adopted, on final vote, a draft convention concerning sickness insurance for agricultural workers.

By 99 votes to 0 the conference adopted, on final vote, a recommendation concerning the general principles of social insurance.

By 79 votes to 0 the conference adopted a resolution authorizing inquiry into methods of overcoming obstacles to insurance in sparsely populated countries.

Freedom of Association.—The conference rejected by 54 votes to 42 a proposed draft questionnaire concerning freedom of association and, as it was found impossible to agree on a text, it was decided by 66 votes to 28 not to place the question on the agenda for next year.

Subsequently, in view of the difficulty experienced in this matter, the conference unanimously invited the Governing Body to examine and submit next year proposals for the modification of the double discussion procedure.

Minimum Wage-Fixing Machinery.—The conference adopted by 80 votes to 19 a draft questionnaire concerning minimum wage fixing machinery, and decided by 89 votes to 22 that this question should be placed on the agenda for next year.

Application of Conventions.—The conference adopted unanimously the findings of a committee which had examined the annual reports of governments on the application of ratified conventions. The committee, while making suggestions as to the contents and date of the reports, concluded that, although complete satisfaction with the application of conventions could not be recorded, valuable results had been achieved.

Standing Orders.—The conference adopted unanimously amendments to the Standing Orders relating to the election of committees by the Government group, to the secretariats of committees, and to the interpretation of speeches delivered in non-official languages; also, by 82 votes to 23, an amendment concerning official translations of conventions and recommendations in non-official languages.

Resolutions.—The conference adopted unanimously resolutions relating to old age, invalidity, etc., insurance; contracts of employment; collective disputes; education and entry into employment; and native labour problems. It adopted by 60 votes to 24 a resolution relating to the hours of work of commercial employees. It referred to the Governing Body a resolution relating to representation for native workers in the conference.

DRAFT CONVENTIONS AND RECOMMENDATIONS ADOPTED AT SUCCESSIVE SESSIONS OF THE INTERNATIONAL LABOUR CONFERENCE

Following is a list of draft conventions and recommendations which have been adopted at the successive annual sessions of the International Labour Conference, 1919-1927.

The draft conventions and recommendations adopted at the first session (1919) are as follows:—

Draft conventions (1) limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week; (2) concerning unemployment; (3) concerning the employment of women before and after childbirth; (4) concerning employment of women during the night; (5) fixing the minimum age for admission of children to industrial employment; (6) concerning the night work of young persons employed in industry.

Recommendations concerning (1) unemployment; (2) reciprocity of treatment of foreign workers; (3) the prevention of anthrax; (4) the protection of women and children against lead poisoning; (5) the establishment of government health services; (6) the application of the Berne Convention of 1906, on the prohibition of the use of white phosphorus in the manufacture of matches.

The agenda of the second session (1920) related exclusively to matters affecting seamen and the draft conventions and recommendations adopted are as follows:—

Draft conventions (a) fixing the minimum age for admission of children to employment at sea; (b) concerning unemployment indemnity in case of loss or foundering of the ship; (c) for establishing facilities for finding employment for seamen.

Recommendations concerning (a) the limitation of hours of work in the fishing industry; (b) the limitation of hours of work in inland navigation; (c) the establishment of national seamen's codes; (d) unemployment insurance for seamen.

The third session (1921) resulted in the adoption of the following draft conventions and recommendations:—

Draft conventions concerning (1) the age for admission of children to employment in agriculture; (2) the rights of association and combination of agricultural workers; (3) workmen's compensation in agriculture; (4) the use of white lead in painting; (5) the application of the weekly rest in industrial undertakings; (6) fixing the minimum age for the admission of young persons to employment as trimmers and stokers; (7) the compulsory medical examination of children and young persons employed at sea.

Recommendations concerning (a) the prevention of unemployment in agriculture; (b) the protection, before and after childbirth, of women wage-earners in agriculture; (c) night work of women in agriculture; (d) night work of children and young persons in agriculture; (e) the development of technical agricultural education; (f) living-in conditions of agricultural workers; (g) social insurance in agriculture; (h) the application of the weekly rest in commercial establishments.

The fourth session (1922) resulted in the adoption of the following recommendation:—

Recommendation regarding the communication to the International Labour Office of statistical or other information regarding emigration, immigration and the repatriation and transit of emigrants.

The fifth session (1923) resulted in the adoption of the following recommendation:—

* Recommendation concerning the general principles for the organization of systems of inspection to secure the enforcement of the laws and regulations for the protection of the workers.

The sixth session (1924) resulted in the adoption of the following recommendation:—

Recommendation concerning the development of facilities for the utilization of workers' spare time.

The seventh session (1925) resulted in the adoption of the following draft conventions and recommendations:—

Draft convention concerning (1) equality of treatment for national and foreign workers as regards workmen's compensation; (2) workmen's compensation for occupational diseases; (3) workmen's compensation for accidents; (4) night work in bakeries.

Recommendation concerning (1) equality of treatment for national and foreign workers as regards workmen's compensation; (2) jurisdiction in disputes on workmen's compensation; (3) the minimum scale of workmen's compensation; (4) workmen's compensation for occupational diseases.

The eighth session (1926) resulted in the adoption of the following draft convention and recommendation:—

Draft convention concerning the simplification of the inspection of emigrants on board ship.

Recommendation concerning the protection of emigrant women and girls on board ship.

The ninth session (1926) resulted in the adoption of the following draft conventions and recommendations:—

Draft convention concerning (1) seamen's articles of agreement; (2) rights of repatriation of seamen.

Recommendation concerning (1) measures for repatriation of masters and apprentices; (2) general principles for the inspection of the conditions of work of seamen.

The tenth session (1927) resulted in the adoption of the following draft conventions and recommendations:—

Draft conventions concerning (1) sickness insurance for workers in industry and commerce and domestic servants; (2) sickness insurance for agricultural workers.

Recommendation concerning the general principles of social insurance.

GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

During the past fiscal year four meetings of the Governing Body of the International Labour Office were held as follows: March 30 to April 1, 1927, at Geneva; May 24 and June 14, 1927, at Geneva; October 10-14, 1927, at Berlin; and January 31 to February 4, 1928, at Geneva. The Governing Body is charged with the general oversight of the International Labour Office and also prepares the agenda of the annual conference. The Minister of Labour of Canada, who is the Canadian Government representative on the Governing Body, was unable to attend any of the meetings which were held during the past year, but Dr. W. A. Riddell, Canadian Advisory Officer to the League of Nations, acted as substitute.

The Governing Body is composed at present as follows:—

Government Representatives.—Argentina, Belgium, Canada, France, Germany, Great Britain, India, Italy, Japan, Norway, Poland, Spain.

Employers' Representatives.—Mr. Carlier (Belgium); Mr. Gemmill (South Africa); Mr. Hodac (Czechoslovakia); Sir James Lithgow (Great Britain); Mr. Olivetti (Italy); and Mr. Lambert-Ribot (France).

Workers' Representatives.—Mr. Jouhaux (France); Mr. Moore (Canada); Mr. Muller (Germany); Mr. Oudegeest (Netherlands); Mr. Poulton (Great Britain); and Mr. Thorberg (Sweden).

ACTION TAKEN IN VARIOUS COUNTRIES

The following figures summarize the results attained in the execution of the draft conventions adopted by the International Labour Conference up to April 1, 1928, from which it will be seen that there have been 263 ratifications to date:—

First Conference (Washington, 1919):

Ratifications registered, 90 (Hours Convention, 11, including 4 conditional; Unemployment, 22; Childbirth, 8; Night Work of Women, 16; Minimum Age in Industry, 15; Night Work of Young Persons, 18).

Second Conference (Genoa, 1920):

Ratifications registered, 43 (Minimum Age at Sea, 19; Unemployment Indemnity, 10, including 1 conditional; Employment for Seamen, 14).

Third Conference (Geneva, 1921):

Ratifications registered, 99 (Minimum Age in Agriculture, 10; Rights of Association for Agricultural Workers, 16; Workmen's Compensation in Agriculture, 10; White Lead, 14, including 1 conditional; Weekly Rest in Industry, 14; Minimum Age for Trimmers and Stokers, 18; Medical Examination for Young Seamen, 17).

Seventh Conference (Geneva, 1925):

Ratifications registered, 22 (Workmen's Compensation for Accidents, 4; Workmen's Compensation for Diseases, 7; Equality of Treatment for Accidents, 11).

Eighth Conference (Geneva, 1926):

Ratifications registered, 5 (Inspection of Emigrants on Board Ship, including 1 conditional).

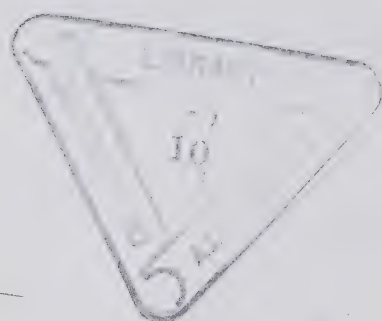
Ninth Conference (Geneva, 1926):

Ratifications registered, 2 (Seamen's Articles of Agreement, 1; Repatriation of Seamen, 1).

Tenth Conference (Geneva, 1927):

Ratifications registered, 2 (Sickness Insurance—Industry, etc., 1; Sickness Insurance—Agriculture, 1).

In addition to the foregoing, 33 ratifications have been authorized but not yet registered, and 172 more have been recommended for approval.



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